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THE NEIGHBOURHOOD IMPROVEMENT PROGRAM, 1973-1983: A NATIONAL REVIEW OF AN INTERGOVERNMENTAL INITIATIVE

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TABLE OF CONTENTS

Table of Contents		iii
List of Tables		v
Section		Page
1.0	INTRODUCTION	1
2.0	PROGRAM CONTEXT	3
3.0	OUTLINE OF THE NEIGHBOURHOOD IMPROVEMENT PROGRAM	7
3.1	Objectives and Priorities	7
3.2	Framework for Implementation	9
	3.2.1 Federal Roles and Responsibilities	10
	3.2.2 Provincial Roles and Responsibilities	11
	3.2.3 Municipal Roles and Responsibilities	12
3.3	Funding	14
3.4	Principal Program Criteria	17
3.5	Complementary Programs	17
4.0	IMPLEMENTATION EXPERIENCE	22
4.1	Overview	22
4.2	Municipal Selection	24
	4.2.1 Neighbourhood Selection	28
4.3	Planning	29
4.4	Types of Projects	30
4.5	Funding	35
4.6	Program Delivery and Administration	43
4.7	Other Considerations	45
5.0	EVALUATIONS AND REVIEWS OF NIP	50
5.1	Evaluators and Methodologies	50

TABLE OF CONTENTS (Continued)

Section		Page
5.2	Principal Achievements/Non-Achievements	53
	5.2.1 Objectives Achievement	54
5.3	General Conclusions	58
6.0	POST-NIP	60
6.1	Successor Programs and Policy Perspectives	62
	6.1.1 Federal Policies/Programs	63
	6.1.2 Provincial and Municipal Policies/Programs	64

BIBLIOGRAPHY

APPENDICES

LIST OF TABLES

Table		Page
1	Eligible NIP Projects by Level of Federal Grant Assistance	15
2	Provincial Rates of Contribution in Relation to CMHC Contributions to NIP	16
3	Formula for Allocation of Federal Contributions to the Provinces	18
4	Overview of NIP, SCP and RRAP Activities in Canada, 1974-1977	23
5	Designated Municipalities and NIP Areas by Municipal Population Class, 1974-1977	25
6	Comparative Characteristics - NIP Municipalities and All Urban Municipalities	26
7	Percentage Breakdowns of Implementation Stage Budget Allocations by Agreement Year	31
8	Percentage Breakdowns of Implementation Stage Budget Allocations by Municipal Population Class, 1974-1977	32
9	Percentage Breakdowns of Implementation Stage Budget Allocations by Province (1974-1978)	33
10	Percentages of Federal NIP Grants Expended in Implementation Stage on 25% Items	36
11	Average NIP Budget Spread, by Municipal Class Size	37
12	Characteristics of Federal Grants, by Province	38
13	Federal Loan Commitments to NIP Areas by Calendar Year and Province	40
14	Actual Distribution of Federal NIP Grants, by Municipal Population Class, Compared to Results of Needs Formula	41

Table		Page
15	Average Municipal Contribution Burden by Municipal Population Class, 1974-1977	42
16	Summary of Citizen Participation in Federal Case Studies	46
17	Objectives of the Community Services Contribution Program	61

1.0 INTRODUCTION

Implemented in the early 1970s, the Neighbourhood Improvement Program (NIP) marked a new direction for federal housing and urban policies. NIP was introduced in the context of several initiatives designed to assert a federal presence in urban affairs. At the same time, it was a tri-level program which depended on financial contributions from provincial and municipal governments.

The three levels of government allocated about $500 million to NIP projects in 479 designated areas by the expiry of the program's mandate in 1978. Despite general support for NIP and some positive initial evaluation results, the mandate was not renewed by the federal government. Successor municipal, provincial and tri-level programs maintained aspects of NIP but the national focus and federal role embodied in the original program were not replicated.

This working paper consists of a review of NIP, including an outline of the context in which the program was developed (Section 2.0), its basic features (Section 3.0), the implementation experience (Section 4.0), and evaluations of the program's impact and effectiveness (Section 5.0). The post-NIP period is discussed briefly (Section 6.0).

The paper is the first phase of a project sponsored by the Canadian Association of Housing and Renewal Officials and the Institute of Urban Studies, to:

1) assess the NIP record through examination of documentation and direct contact with municipal representatives associated with the program

2) assess the impact of discontinuation of federal funding for neighbourhood improvement and the current need for improvement programming

3) design a national improvement program to promote older neighbourhood revitalization through tri-governmental cost-sharing.

Subsequent phases of the project will include:

- a workshop to discuss the findings of the literature review
- a standardized information request to selected municipalities, based on workshop suggestions about information required to evaluate and compare programs, and to assess current program needs
- a second workshop of municipal representatives concentrating on design of a national improvement program
- circulation of draft recommendations
- preparation of a final report to be submitted to Canada Mortgage and Housing Corporation.

2.0 PROGRAM CONTEXT

The Neighbourhood Improvement Program (NIP) emerged during a period of transition for the role of the public sector in housing and urban development. Prompted in part by socioeconomic conditions, the three levels of government became more activist during the 1960s. To their familiar roles as facilitators and regulators of private sector development, they added the role of direct participant, particularly in the areas of social housing and urban renewal.

A second type of transition also affected the context of NIP's development. It involved intragovernmental relations at the federal level, where a Ministry of State for Urban Affairs was established in 1971 to undertake planning and policy-making and to co-ordinate the urban-oriented initiatives of the federal government. The transition also involved intergovernmental relations, given the established constitutional role for provinces in urban affairs and growing sensitivity among provinces to perceived encroachments on their jurisdictions by the federal government.

By the early 1970s, housing and urban policy-making had reached a crossroad in Canada. Its eventual direction and content would have to emerge from a complex interplay of federal, provincial and municipal priorities, not all of which were compatible or necessarily related to housing or urban affairs.

At the federal level, one immediate preoccupation was to determine what, if any, response should follow the urban renewal program. Broader considerations included strategies to stake out a policy role for the new Ministry of State for Urban Affairs.[1a] Priorities for urban reform were defined to include:

1) the requirements of municipalities for adequate resources to carry out more complex responsibilities and tasks

2) preservation of the fabric and human scale of city centres

3) minimization of the social costs and conflicts involved in urban change

4) relief of the pressures on groups and individuals in inner city areas who were least able to bear such pressures

5) to shift urban planning/policy models away from single-function orientations.

To implement this reform, planning and consultation proceeded on a package of new housing and urban assistance programs. Some $200 million were allocated for interim demonstration projects, including innovations in residential rehabilitation assistance.

One priority in the new package was development of a community assistance program, premised on the assumption that the private market was unable or unwilling to help improve deteriorating neighbourhoods without the injection of public funds, and on the ability to develop a proposal that could incorporate broader federal objectives and priorities for a national urban policy. The program was to:

1) undertake residential and neighbourhood conservation and stabilization

2) enable local residents to have more control and choice over the future of their communities

3) improve services to assist residents to adapt to change

4) break the cycle of events contributing to deterioration

5) promote new municipal approaches to community planning

6) promote historical conservation, and enhancement of sociocultural diversity in central cities.

In 1973, Parliament passed a series of amendments to the National Housing Act (NHA). The new legislation (see Appendix A) made explicit the social objective of federal housing policy -- to bring adequate standards of

housing accommodation within reach of those barred from such housing by inadequate incomes. The legislation also indicated the government had crossed several "thresholds of principle" in housing policy through:

- provision for direct subsidies to low-income homeowners
- extension of 100 per cent financing and grants to non-profit and cooperative organizations providing low-income housing
- provision of grants for rehabilitation of private, substandard dwellings
- extension of these aids without requiring contributions from any other level of government. (1)

NIP and the complementary Residential Rehabilitation Assistance Program (RRAP) were among the new initiatives. Both were concerned with the improvement and conservation of existing neighbourhoods. They required federal-provincial agreements and, in the case of NIP, intergovernmental cost-sharing. By 1974, the 10 provinces had signed NIP agreements and 20 NIP areas had begun to implement projects.[2]

FOOTNOTES

1. H.W. Hignett, "Canada's Housing in 1972 - A Review by the President," in Annual Report 1972, Central Mortgage and Housing Corporation (Ottawa: The authors, 1973), 7.

1a. Anthony B. Young, "Federal Perspectives in the Development of the Neighbourhood Improvement Program and Rehabilitation Assistance Program: 1969 to 1973" (M.C.P. thesis, University of Manitoba, 1979), 55-70.

2. Central Mortgage and Housing Corporation, Annual Report 1974 (Ottawa: The authors, 1975), 26.

3.0 OUTLINE OF THE NEIGHBOURHOOD IMPROVEMENT PROGRAM

The legislative amendment establishing NIP authorized CMHC to make loans and contributions to or for the benefit of municipalities in a province "for the purposes of improving the amenities of neighbourhoods and the housing and living conditions of the residents of such neighbourhoods."[3]

To exercise this authority, CMHC was to enter into agreements with provinces, the terms of which were to include:

- the criteria for designating NIP neighbourhoods
- provisions for advising CMHC of the manner in which provinces or municipalities proposed to:
  - obtain the participation of the residents of designated neighbourhoods in planning and carrying out projects
  - enforce occupancy and building maintenance standards
  - compensate persons dispossessed of housing accommodation as a result of the project
- a requirement that municipalities demonstrate the availability of alternate accommodation within the means of dispossessed persons
- provisions to limit CMHC's financial contribution to each NIP area and to each project within individual NIP areas.

This amendment to the NHA was one of the first pieces of federal legislation to employ a sunset clause. No applications for loans or contributions were to be approved after March 31, 1978. In addition, the aggregate federal contribution to NIP was set at $300 million, subject to any additional funds authorized by Parliament.

3.1 Objectives and Priorities

Six objectives were set for NIP:

1) To improve those residential neighbourhoods which show evidence of need and of potential viability.
2) To improve and maintain the quality of the physical environment of the neighbourhood.
3) To improve the amenities of the neighbourhoods.
4) To increase the effect of related programs.
5) To improve the neighbourhoods in a manner which meets the aspirations of neighbourhood residents and the community at large.
6) To deliver the program in a manner which allows decisions to be made within known funding and time limits. (This objective subsequently was revised: To deliver the program in an effective manner.)

The guidelines associated with each objective are outlined in Appendix B.

An additional indicator of federal objectives and priorities was contained in the legislated contribution formula which limited CMHC's funding to 25 or 50 per cent of the cost of specific types of projects (see Section 3.3).

NIP's federal mandate and objectives would subsequently be criticized for not being explicitly defined or clearly articulated.[4] At the same time, the legislation and associated documentation had to reflect the diversity of conditions to which NIP would be applied; a desire to facilitate local initiative, control and capacity-building; and constraints on the extent to which the federal government could intervene in local affairs (e.g., on the extent to which it could explicitly define the nature of resident participation in planning and decision-making). Nonetheless, the mandate, objectives and guidelines indicated a number of key characteristics of NIP from the federal perspective:

> •The legislation, with its sunset clause, implied a limited, or at least tentative, commitment to neighbourhood improvement. It reflected a hope that a significant but short-term infusion of funds in selected neighbourhoods would reverse conditions such that established government programs and market forces would be sufficient to ensure that no further decline would occur.(5)

The initial wording of Objective #6 further indicated a concern with limits on the federal commitment. The change of wording perhaps was due to implementation experience in which deadlines for different phases of each NIP often were exceeded.

- Several provisions sought to distance the federal program from the urban renewal experience (e.g., a formalized role for resident participation; emphases on selective clearance and use of such land for social/community purposes; and some protection for persons displaced as a result of NIP activity). At the same time, NIP could be interpreted essentially as a physical improvement program. Objectives #2 and 3, their associated guidelines, and the absence of any provision for operating funds for services pointed in this direction. In this sense, NIP continued in the urban renewal mould.

- The generality of the mandate and objectives meant that implementation experience would determine whether this physical improvement orientation dominated, or whether the broad concepts discussed in Section 2.0 would be pursued, using NIP funds as catalysts for various socioeconomic, as well as physical, activities. Objective #4 appeared to challenge local authorities to use NIP in this way.

- There appeared to be some discrepancy, in initial stages at least, about the types of neighbourhoods to which NIP applied. Some early documentation talked of "seriously deteriorated" neighbourhoods.(6) However, Objective #1 seemed to circumscribe the meaning of "seriously" since it made potential stability and viability key criteria in neighbourhood selection. Equally significant in light of implementation experience would be the discrepancy between pre-legislation policy papers, which made it clear NIP was to apply to big-city neighbourhoods, and the ultimate legislation and program guidelines, which did not contain this constraint. This dichotomy created difficulties in objectives achievement since conditions and needs varied greatly between communities of different sizes.(7)

3.2 Framework for Implementation

There were four main elements to the framework for NIP implementation:

1) selection of the municipalities eligible for NIP allocations
2) designation of NIP neighbourhoods within those municipalities, including an up-front maximum funding commitment for each approved NIP area

3) detailed project planning
4) implementation of projects.

An example of the steps to be undertaken within this framework is provided in Appendix C from Ontario.

NIP required annual negotiations to conclude federal-provincial agreements containing the basic provisions of the program; the amount of the federal allocation to the relevant province for that year; and the municipalities within the province that were designated under NIP. The provinces were responsible for determining the federal funds to be allocated to each municipality. Local governments selected the NIP neighbourhoods, and undertook planning and budgeting for the projects in each area. The process tended to be driven by the supply of funds, rather than by demand, given that the federal aggregate contribution to NIP was limited.[8]

The program for each area was expected to take no more than four years to complete -- six months each of selection and planning, and three years for implementation. The first two stages were not mandatory if sufficient preparatory work already had been done. Municipalities which had more than one NIP area often went through the selection process only once, at which time eligible neighbourhoods were assessed and assigned a priority. Planning and implementation were perceived as continuous processes to enable the program to be responsive to local needs and conditions, and to avoid the lengthy, elaborate planning that characterized some of the urban renewal projects. (NIP proceeded in several neighbourhoods that had been slated for urban renewal, using the plans that were prepared for the latter.)

3.2.1 Federal Roles and Responsibilities

The key federal role was to initiate NIP and design the program's overall framework, features and criteria. In terms of implementation, however, CMHC

adopted a low profile. The corporation functioned mainly as a resource (financial, technical, information), co-ordinator, and monitor/evaluator. It also was responsible for fine-tuning the program as implementation experience was gained.

Program delivery at the national level was the responsibility of CMHC's Neighbourhood and Residential Improvement Division. Each CMHC regional office had a NIP/RRAP co-ordinator (who usually combined these responsibilities with other duties). Personnel in local CMHC field offices similarly combined NIP/RRAP and other duties, although larger offices had RRAP officers.[9] (See Appendix D.)

Program delivery at the provincial level was a joint CMHC-provincial responsibility but no standard, formal mechanism was established for ongoing communication and co-ordination between the two levels.

3.2.2 Provincial Roles and Responsibilities

The 10 provinces participated in NIP; however, New Brunswick withdrew in 1976 and 1977 due to financial and manpower/program delivery difficulties.[10] Neither the Yukon nor Northwest Territories entered NIP.

In general, provinces were responsible for:

1) negotiating annual NIP agreements with CMHC
2) designating municipalities eligible for NIP
3) determining the extent of provincial contributions to overall NIP costs
4) setting provincial objectives and criteria concerning the selection, planning and/or implementation stages of NIP
5) program administration at the provincial level, including co-ordination with CMHC and municipalities on the various approval, funding and reporting steps in the NIP process

6) co-ordination of the staff, financial and other resource inputs of other provincial programs into NIP neighbourhoods

7) various activities which could be carried out by the province and/or CMHC regional offices, such as:

   i) technical and information assistance to municipalities

   ii) training and development of NIP co-ordinators, RRAP inspectors and others involved in implementation of the program

   iii) monitoring and evaluation

   iv) efforts to encourage effective municipal action in enforcement of maintenance and occupancy standards, development of community plans, and involvement of residents.

Provincial responsibilities generally were assigned to a housing corporation or line departments responsible for housing or urban affairs.

The nature of NIP within individual provinces, and the actual roles performed by provincial authorities, varied considerably. Ontario, for example, attempted to fill a gap in federal program criteria by defining provincial requirements for municipal designation under NIP. These criteria tied the selection process to requirements of the Ontario Planning Act, and also touched on the issue of municipal administrative and financial capabilities to undertake NIP. In terms of administration, some provinces (e.g., Ontario, Quebec, Nova Scotia) took on lead roles, while in others CMHC had more extensive involvement (e.g., Newfoundland, British Columbia). Some provinces found interest in NIP tempered by the resources which they could muster to help finance and operate the program (e.g., New Brunswick, Saskatchewan).[11]

3.2.3 Municipal Roles and Responsibilities

The primary planning and implementation functions were undertaken at the local level by municipal officials and NIP area residents. The program

assumed that this level could best designate NIP neighbourhoods, assess problems, plan projects, set priorities, and deliver the program.

Advance preparation, the extent of resource commitments (staff, financial), and municipal orientation to NIP (i.e., as a capital works program or acceptance of broader program goals) were important factors in the nature and effectiveness of local NIP delivery.

Wide variation in municipal capabilities was reflected in financial and administrative arrangements. For example, some municipalities avoided projects with ongoing operating costs since NIP did not include assistance for such expenses. The NIP cost-sharing formula made some types of projects more attractive financially than others. Uncertainty associated with the short-term nature of NIP appeared to be a disincentive to major staffing commitments. It also contributed to a variety of ad hoc organizational models for NIP.[12]

Principal organizational issues included:

1) the relationship between NIP administration and staff and other departmental staff and the municipal council

2) extent of the decentralization of program administration (e.g., decision-making, physical decentralization via neighbourhood offices)

3) the role of NIP staff vis-à-vis municipal-resident negotiations, disputes, lobbying and other relationships.

These issues, in turn, were closely related to: (a) the extent to which municipalities committed themselves to co-ordinated interdepartmental action in NIP areas; and (b) the extent of citizen participation in NIP planning and implementation.

While resident involvement was a legislated requirement of NIP, the precise nature and form of such participation were not defined in program criteria. Rather, they were to be worked out by municipalities and affected

residents. The senior governments tended not to intervene except to suggest guidelines and alternative models/methods for resident involvement.[13] Subsequent implementation experience would show great variation in the extent of citizen participation and municipal efforts to encourage it. In part, experience would reflect local traditions and political cultures which often lacked any history of formal, broadly-based citizen input into municipal affairs.

3.3 Funding

At the federal level, CMHC determined that $200 million would be made available for grants to municipalities and $100 million for loans, as follows:

1) Table 1 lists the types of NIP activities eligible for federal grants of 25 or 50 per cent of total costs.

2) Under the loan provisions, municipalities could borrow up to 75 per cent of the capital costs (minus all federal contributions) incurred by participating in NIP.

3) Municipalities also were able to borrow the full value of any loan made by them for improvements to commercial enterprises in NIP neighbourhoods (to a maximum $10,000 per loan).

Provincial contribution rates are presented in Table 2. It is apparent from the data that the residual municipal contributions to NIP could vary considerably (from 25 to 72.5 per cent of costs) depending on the type of project involved and the municipality's location. Local governments in the Atlantic provinces incurred proportionately greater costs for their participation in NIP than did municipalities in other provinces. The data also indicate that some provinces (e.g., Alberta, B.C.) wished to make municipal services and certain types of land acquisition/clearance less attractive. On the other hand, Newfoundland and P.E.I. attempted to partially offset the lower federal funding for the 25 per cent items.

It should be noted in this context that provinces and municipalities

TABLE 1

Eligible NIP Projects by Level of Federal Grant Assistance

50% Federal Contribution

- Neighbourhood selection (federal contribution not to exceed 2% of the total federal allocation to the NIP)
- Development of neighbourhood plans (federal contribution not to exceed 8% of total federal allocation to the NIP)
- Acquisition or clearance of land to provide open space or community facilities in the designated neighbourhood
- Acquisition or clearance of land to be used for medium and low-density housing for individuals or families of low and moderate income
- Capital cost of construction, or acquiring and improving social and recreational facilities
- Development of Occupancy and Building Maintenance Standards that will apply to the neighbourhood, and development of systems to enforce such standards
- Administrative costs of arranging loans for commercial improvements
- Administrative and information costs, including costs of employing persons for project implementation
- Relocation of persons dispossessed of housing accommodation as a result of a project

25% Federal Contribution

- Improving municipal and public utility services for the neighbourhood
- Acquisition or clearance of land that may not be acquired or cleared for open space, community facilities or medium and low-density housing for low and moderate-income persons, and that is not being used for a purpose consistent with the general character of the neighbourhood, less the market value of the land after it has been acquired and/or cleared, as determined by CMHC (i.e., 25% of the net cost)

Sources:

1. Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data. Vol. 2. Ottawa: The authors, August 1979, pp. 108-09.

2. CMHC and Province of Ontario, Neighbourhood Improvement Program: Administration Guide. Toronto: The authors, October 1975, pp. 7-8.

TABLE 2

Provincial Rates of Contribution in Relation to CMHC Contributions to NIP

Province	CMHC 50%	CMHC 25%
Newfoundland	12.5%	18.75%
P.E.I.	12.5	18.75
Nova Scotia	5.0[1]	2.5[1]
New Brunswick[2]	12.5	12.5
Quebec	25.0	25.0
Ontario	25.0	25.0
Manitoba	25.0	25.0
Saskatchewan	25.0	25.0
Alberta	25.0	12.5[3]
B.C.[4]	25.0	12.5

Notes:

1. Increased to 10% and 5% respectively for 1977.
2. New Brunswick withdrew from new designations in 1976 and 1977 but continued to administer 1974 and 1975 projects.
3. Was 25% in 1974.
4. A few projects in Vancouver resulted in a relaxation of NIP guidelines and a funding formula of 28.57% federal, 14.29% provincial and 57.14% city.

Sources:

1. CMHC, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report. Ottawa: The authors, April 1979, Table 2, page 11.
2. Vancouver, Planning Department, Vancouver Neighbourhood Improvement Program Review. Vancouver: The authors, 1983, p.4.

were expected to explore the availability of other resources to supplement NIP funding. Some Ontario NIPs, for example, drew on other provincial programs for grants for hard services such as sewer, water and roads.[14]

3.4 Principal Program Criteria

References have been made above to several of the key NIP criteria established by the federal government in terms of legislative requirements, the framework for implementation, and eligibility for federal funding.

There were no federal criteria for designation of municipalities under NIP, but criteria were set for the selection of neighbourhoods. These are listed in Table 3 and discussed in Appendix E.

The neighbourhood selection criteria were not made precise until 1975 which meant areas designated before then displayed significant variations in their characteristics relative to those designated later in the program. Concern also arose that 1974 areas had insufficient financial allocations to have beneficial impact on their neighbourhoods. As a result, CMHC established a minimum federal funding requirement of $100 per NIP area resident. It also suggested that the minimum federal allocation per NIP area be $150,000 (see Appendix E). In effect, this suggestion meant a minimum total allocation of $300,000 per NIP area. The implications for smaller municipalities were significant, and a source of subsequent criticism and recommendations for change.[15]

No criteria were established by the federal government for the extent or nature of citizen participation; the type or quality of neighbourhood plans; or for distribution of federal grants to municipalities via the provinces.

3.5 Complementary Programs

The federal government's 1973 amendments to the NHA introduced two

TABLE 3

Formula for Allocation of Federal Contributions to the Provinces

Criteria for Neighbourhood Selection

1. Be residential.
2. Be low income.
3. Be deficient in amenities.
4. Be deficient in infrastructure and services.
5. Contain a significant proportion of housing stock in need of rehabilitation.
6. Show indications of being potentially viable and stable as a residential area.

Variables		Relate to Criteria
A.	Urban houses in need of major repair (1961)	5, 1
B.	Urban wage earners, less than $6,000 (1971)	2, 1
C.	Urban houses built before 1946 (1971)	5, 1
D.	Urban population (1971)	1
E.	Provincial population as a % of Canada's urban population	3, 4, 6

Formula

$$\text{Provincial Share} = \frac{\frac{\text{Index A} + \text{B} + \text{C} + \text{D}}{4}}{2} + \text{E}$$

Source:

Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data. Vol. 2. Ottawa: The authors, August 1979, pp. 26-27.

companion programs to NIP -- the Site Clearance (SCP) and Residential Rehabilitation Assistance (RRAP) Programs. The latter was an integral part of NIP. It provided financial assistance to lower income homeowners and to landlords for the upgrading of private residential property, while NIP funds were used to improve the community components of the neighbourhood environment.

NIP, however, was intended to be much more than a package of three interrelated federal programs. Its designers hoped NIP funds would be used as leverage to attract supplementary support from an array of other federal and provincial government programs, and from private sector sources. A variety of potentially useful options to achieve this catalytic effect were available, but existing evaluation data indicates this aspect of NIP was not pursued to the extent anticipated or possible.[16]

FOOTNOTES

3. Canada, Parliament, An Act to Amend the National Housing Act, 21-22 Eliz. II, 1973, Chapter 18, Section 10.

4. D. O. Detomasi, "The Evaluation of Public Projects: The CMHC Evaluation of NIP," Plan Canada 19, 1 (March 1979): 56-73.

5. Kent C. Smith, An Evaluation of the Implementation of the Neighbourhood Improvement Program: A Case Study of the North St. Boniface Neighbourhood in Winnipeg, unpublished M.E.D. thesis (Calgary: University of Calgary, September 1979), 1.

6. Central Mortgage and Housing Corporation, Annual Report 1973 (Ottawa: The authors, 1974), 34. See also: City of Edmonton, Department of City Planning, Neighbourhood Improvement: A Planning Approach to the Inner-City Neighbourhood (draft), (Edmonton: The authors, August 1974), 57.

7. Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data, Volume 2 (Ottawa: The authors, August 1979), 8.

8. Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (Ottawa: The authors, April 1979), 10.

9. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 15-18.

10. Ibid., 35.

11. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 31 and Volume 2, 32-36. See also: Central Mortgage and Housing Corporation and the Province of Ontario, Neighbourhood Improvement Program: Administration Guide ([Toronto]: The authors, October 1975), 3, 5, 14.

12. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 22, 46, 71, and Volume 2, 61-62, 150-151.

13. See: Daniel Guerrette, Citizen Representation in Neighbourhood Improvement Programs, unpublished M.A. thesis (Vancouver: University of British Columbia, Faculty of Graduate Studies, School of Community and Regional Planning, April 1980), 56-57; and Ontario, Ministry of Housing, Community Renewal Branch, Citizen Involvement and the Neighbourhood Improvement Program (Toronto: The authors, 1975 (?)).

14. Ontario, Ministry of Municipal Affairs and Housing, Project Planning Branch, Neighbourhood Improvement Program: An Evaluation - Final Report (Toronto: The authors, July 1981), 76-77.

15. Community Planning Association (B.C.) and Ptarmigan Planning Associates, Evaluation of the NIP Delivery System in British Columbia, Volume 6: Evaluation of the Neighbourhood Improvement Program (Ottawa: Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, January 1977), 6, 19-20. See also provincial submissions in: Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, comp., Evaluation of the Neighbourhood Improvement Program: Provincial Position Papers, Volume 4 (Ottawa: CMHC, November 2, 1977).

16. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 46; and Community Planning Association (B.C.) and Ptarmigan Planning Associates, Evaluation of the NIP Delivery System in British Columbia, 8.

4.0 IMPLEMENTATION EXPERIENCE

NIP became fully operational in 1974. During its mandate, 479 areas were designated in 317 municipalities; however, three municipalities canceled the program after the selection stage. An additional five municipalities were designated for the Site Clearance Program only (see Table 4).

The federal government committed $201.9 million in grants and $64.4 million in loans, or about 89 per cent of the legislated maximum federal allocation for NIP. In total, there were an estimated $500 million in NIP contributions from the three levels of government, including $109.7 million from the provinces and $186.7 million from the municipalities.[17]

Available documentation does not provide aggregate estimates of additional funds attracted from other public or private-sector sources, nor any valuation of donations-in-kind (e.g., volunteer hours contributed to planning and implementation activities by citizen participants).

4.1 Overview

Two recurring themes in the NIP implementation experience were variability and time constraints. The former characteristic affected the extent to which NIP could be considered a "national" program. The latter factor affected the extent to which the broader goals envisioned by NIP designers could be realized under the imperatives of program delivery at the local level.

Variability surfaced in all of the key aspects of NIP (e.g., the types of municipalities and neighbourhoods designated under NIP; enforcement of maintenance and occupancy standards; the extent and nature of citizen participation; project priorities; and the distribution of delivery responsibilities between federal, provincial and municipal actors).

TABLE 4

Overview of NIP, SCP and RRAP Activities in Canada, 1974-1977

	Year				
	1974	1975	1976	1977	Total
No. of Municipalities Designated for NIP and SCP	87	84	59	92	322
No. of Site Clearance Programs (SCP)	2	21	4	3	30
No. of New NIP Areas	110	112	107	150	479
Estimated Total Population in NIP Areas	315,700	278,000	286,600	330,000	1,210,300
Estimated Total No. of Dwelling Units in NIP Areas	74,900	83,200	84,850	99,150	342,100
Estimated Total No. of Dwelling Units Needing RRAP	31,600	44,100	45,480	49,580	170,760
Estimated Total No. of Dwelling Units Beyond RRAP	3,750	2,580	3,140	3,070	12,540
Total No. of Dwelling Units RRAP'ed (1)	341	3,665	10,247	15,419	29,672

Note:

1. RRAP output data are by calendar year, not by year of agreement.

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Table 1, p.9.

The program's limited life accentuated the differential starting base from which municipalities and neighbourhoods entered NIP, especially those unprepared or inexperienced in terms of the broader goals included in the program's rationale. Time constraints also appeared to influence the extent to which fundamental planning, resource and organizational commitments were made to facilitate NIP and continue a NIP-like approach to older neighbourhoods after 1978.

NIP in essence became a fixed-term, fixed-budget federal experiment in block funding. The program was circumscribed at the national level by a limited number of sometimes loosely-worded criteria. It also carried some implicit assumptions about targeted application to larger urban centres/ neighbourhoods. However, the local character of the NIP implementation experience demonstrated the flexibility (or responsiveness) of the national criteria, as well as deviation from the assumptions on which the criteria were based.

4.2 Municipal Selection

Table 5 provides an example of the kind of deviation discussed above. Some 60 per cent of municipalities designated under NIP were relatively small centres with populations of 10,000 or less. They accounted for 43 per cent of all NIPs and some 23 per cent of federal grants allocated under the program. Half of this group of NIP neighbourhoods involved centres of less than 2,500 persons.

This outcome reflected the significant differences in provincial/municipal designation and allocation strategies. P.E.I., Nova Scotia and Saskatchewan, for example, chose to disperse the program's resources and impact over a relatively large number of small, low density centres (see Table 6). Manitoba, in contrast, designated only four municipalities and nine areas, six of which were in Winnipeg and accounted for some three-quarters of the total estimated cost of $29.7 million for NIP in Manitoba.[18]

TABLE 5

Designated Municipalities and NIP Areas
by Municipal Population Class, 1974-1977

Municipal Population Class	Number of Designated Municipalities	% of Total	Number of Designated NIP Areas	% of Total
Below 2,500	97	31%	100	21%
2,500-10,000	96	30	107	22
10,000-30,000	58	18	86	18
30,000-100,000	44	14	91	19
Over 100,000	22	7	95	20
Totals	317	100	479	100

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Table 7, p. 17

TABLE 6

Comparative Characteristics - NIP Municipalities and All Urban Municipalities

	Municipal Population Class											
	Under 10,000			10,000-30,000			30,000-100,000			Over 100,000		
	ALL	NIP	% DIFF	ALL	NIP	% DIFF	ALL	NIP	% DIFF	ALL	NIP	% DIFF
Number of Municipalities	1049	83	N.A.	151	40	N.A.	65	33	N.A.	25	18	N.A.
% Population Foreign Born	8.2	9.9	21	12.4	10.9	-12	14.3	12.7	-11	24.0	21.3	-11
% Population with Secondary School	11.3	10.9	-4	14.3	13.3	-7	15.1	14.1	-7	14.9	14.7	-1
% Population with No Moves, 1966-1971	54.1	53.3	-1	49.9	51.6	3	48.7	50.6	4	48.3	48.8	1
% Population Unemployed (1974)	8.4	8.0	-5	8.6	9.1	6	8.3	9.1	10	7.8	8.3	6
% Population in Labour Force (1974)	36.6	38.4	5	39.6	40.0	1	42.2	41.8	-1	45.8	45.4	-1
Population Dependency Ratio	69.0	70.5	2	61.7	60.5	-2	56.9	57.4	1	53.8	53.6	0
% Dwellings Built Before 1951	54.2	61.9	14	42.3	55.5	31	39.7	47.1	19	43.5	48.6	12
% Dwellings No Exclusive Use Toilet	5.5	8.1	47	1.8	2.6	44	1.6	1.9	19	2.1	2.7	28
% Owner Occupied Dwellings	67.6	69.9	3	64.1	60.6	-5	56.9	52.9	-7	49.5	51.2	3
% Homeowners with No Mortgage	35.4	39.8	12	19.4	23.1	19	15.6	17.1	10	17.1	17.9	5
Average Persons Per Room	0.67	0.64	-4	0.65	0.64	-2	0.64	0.64	0	0.61	0.61	0
Per Capita Income	3339	3652	9	4278	3984	-7	4279	4065	-5	4421	4444	1

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), p. 45

The issue raised by small municipality designation was not one of need, but of the relationship between the needs of these local areas and the intent and design of NIP. From the perspective of federal evaluators, for example, the intent of NIP was affected by the tendencies of smaller municipalities to not enforce maintenance and occupancy standards or engage in anything more than perfunctory resident participation or pursue social housing. The financial impact of NIP relative to the overall budgets of smaller municipalities and lack of basic services in these localities were perceived to skew project priorities. The local capacity to deliver NIP also was a concern.[19] In terms of program design, there was general recognition at both the federal and provincial levels that NIP criteria were problematic for smaller municipalities. For example:

- Smaller jurisdictions had greater difficulty designating NIP neighbourhoods, since entire municipalities often were perceived as one neighbourhood. Other designation problems also occurred.
- The requirements associated with federal funding per NIP resident had proportionately greater financial impact on smaller municipalities.
- Use of prorating to determine federal contributions for facilities that would serve non-NIP as well as NIP area residents had negative impact on service centres which drew in populations from surrounding communities. (20)

While attention focussed on the NIP selection experiences in small municipalities, evaluators also found, but did not elaborate upon, cases where municipalities could not afford to enter NIP, especially if the capital costs of infrastructure or the operating costs of social facilities were likely to be high.[21]

Available data are incomplete as to what, if any, criteria were established by provinces for municipal designation and the effectiveness of these. Ontario, for example, set five criteria for municipal designation (see Appendix F) but was criticized by federal evaluators for a planning process that became too detailed and time consuming.[22] In general, federal evaluators

found that provinces tended to designate municipalities on an ad hoc basis.[23]

4.2.1 Neighbourhood Selection

As noted, earlier, no federal criteria were established for the designation of municipalities. Thus, CMHC had little control over municipal designation but could exert control at the NIP area selection stage. However, it was difficult to refuse a NIP at this point. Moreover, in small municipalities the two types of selection often were conjoint and municipal designation was pursued with specific plans for a specific NIP area in mind.

The pattern of municipal designations accentuated the situation. Most of the larger municipalities (100,000-plus) were designated in 1974 and subsequently concentrated on priority selection of multiple areas within their boundaries. Over the duration of the program, municipalities of 10,000 persons or less grew significantly in terms of the absolute number and relative proportion of new municipalities and areas designated each year.[24]

At the municipal level, a number of cities had been involved in urban renewal or neighbourhood assessment/planning processes, and thus had gathered data that could be used to identify and assign priorities to potential NIP areas. Available documentation again is incomplete as to what processes were used by municipalities to select areas and the effectiveness of these. Edmonton, as one example, used a detailed scoring and ranking system based on data from a study of older neighbourhoods. However, this process did not guarantee that the highest priority area would be the first designated. Preset annual allocations of NIP funds to municipalities required matching of NIP designations (and their budgetary needs) with the available allocation.[25]

Some evidence suggested a number of areas did not meet all of the CMHC criteria for neighbourhood selection. A federal analysis of 20 case studies found nine which satisfied all criteria; nine which were deficient in one criterion; and two deficient in more than one criterion.[26] In Toronto,

only two of 11 areas were found to meet all criteria.[27]

4.3 Planning

Formal planning was allocated a period of six months following area selection. However, implementation and planning were expected to be continuous activities and thus plans were to be adaptive to experience and opportunities. No federal guidelines were established as to the type or quality of plans to be produced. Provincial criteria setting and involvement varied with Quebec and Ontario the most active in this area.

An array of plans was produced. Consultants prepared some plans; others were developed by municipalities. Resident participation varied from nil or minimal to extensive. Federal evaluators found the plans generally to be competent but also narrow in scope and perspective and lacking long-term, comprehensive strategies for maintenance and improvement of older neighbourhoods.[28]

Their assessment was perhaps premature. Both Calgary and Winnipeg, for example, soon developed official plans which recognized the importance of neighbourhood conservation and rehabilitation.[29] Calgary's provisions were in the context of a strategy to accommodate significant continued growth and associated pressures for redevelopment of older areas. Winnipeg's plan, developed in a slow growth context, was designed to encourage repopulation of the inner city along with rehabilitation and selected redevelopment. In Edmonton, NIP was credited with stimulating a supplementary community planning program for those neighbourhoods ineligible for NIP because of their redevelopment potential and pressures.[30] In Ottawa, NIP planning became an integral part of overall planning for the Centretown area and urban redevelopment.

However, Ontario evaluators confirmed earlier federal findings that the selection, planning and implementation of NIP tended to occur separately from the municipal planning process in Ontario and rehabilitation was viewed

as a program-related, not a planning-related activity.[31]

Other circumstances influenced the nature of planning activity and plan content:

- A number of municipalities simply adapted urban renewal plans. Available documentation lacks detailed analysis of the suitability of such plans to the NIP orientation, although a case study of an Etobicoke, Ontario NIP found a dominant urban renewal approach as well as disagreement from the NIP residents' committee with the plan's social housing component. (32)

- The setting of funding allocations at the NIP selection stage was intended to provide an up-front funding guarantee and limit the federal commitment. However, it also encouraged preplanning by municipalities who developed "shopping lists" of projects in order to estimate costs. In essence, decisions were made prior to any resident participation or detailed analysis of needs and priorities.

On average, the planning phase of NIP took nine months to complete. In larger municipalities (30,000-plus), 11 to 12 months were required on average.[33] Delays in planning and other conditions meant that a typical 1974 NIP area did not begin implementation until some time in 1976 and was not expected to be completed until 1979 or early 1980.

4.4 Types of Projects

Each NIP had its unique mix of needs, project types and funding priorities. Some mainly acquired and cleared land. Others emphasized capital works. Some concentrated on a major community facility (including three Toronto areas which combined resources to produce the Wallace-Emerson/Galleria Community Centre). Still others allocated resources over several of the major project types/funding categories.

In this context, gross data must be viewed with caution and only as rough indicators of NIP activity at the local level. Tables 7 to 9 present

TABLE 7

Percentage Breakdowns of Implementation Stage
Budget Allocations by Agreement Year

BUDGETARY ITEMS	1974	1975	1976	1977	ALL YEARS
SOCIAL / RECREATION	35.8%	52.1%	47.8%	61.5%	45.3%
LAND FOR SOCIAL HOUSING	19.0	8.5	9.1	1.2	12.2
PARTICIPATION, PLANNING & ADMIN.	6.0	7.5	7.8	5.8	6.8
RELOCATION	0.7	0.4	0.6	0.5	0.6
MUNICIPAL SERVICES	21.4	23.0	26.0	22.9	23.1
LAND FOR OTHER USES	1.6	0.8	1.1	0.2	1.2
RESERVE FUNDS	15.4	8.0	9.0	7.9	11.3

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Table 19, p. 38

TABLE 8

Percentage Breakdowns of Implementation Stage Budget Allocations by Municipal Population Class, 1974-1977

	Municipal Population Class				
BUDGETARY ITEMS	UNDER 2,500	2,500 TO 10,000	10,000 TO 30,000	30,000 TO 100,000	OVER 100,000
SOCIAL/RECREATION	62.3%	43.6%	40.4%	39.3%	46.3%
LAND FOR SOCIAL HOUSING	7.7	7.7	6.0	19.4	14.1
PARTICIPATION, PLANNING & ADMIN.	4.7	6.7	7.6	5.5	7.8
RELOCATION	0.3	0.5	0.9	0.5	0.6
MUNICIPAL SERVICES	18.5	33.9	33.6	22.1	16.5
LAND FOR OTHER USES	0.8	0.5	0.5	0.3	2.3
RESERVE	6.0	9.2	11.3	13.0	12.5

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Table 19, p. 38

TABLE 9

Percentage Breakdowns of Implementation Stage Budget Allocations by Province (1974-1978)

PROVINCE	SOCIAL & RECREATION FACILITIES	LAND FOR SOCIAL HOUSING	ADMIN., PLANNING & PARTIC.	RELOCATION	MUNICIPAL SERVICES	LAND FOR OTHER USES	RESERVE
NEWFOUNDLAND	21.4%	27.1%	3.9%	0.1%	34.2%	0.0%	13.4%
P.E.I.	52.1	3.2	9.4	0.2	24.4	0.3	11.3
NOVA SCOTIA	44.0	5.2	11.9	0.5	36.3	0.0	10.1
NEW BRUNSWICK	53.3	5.2	6.6	0.6	28.2	0.0	6.1
QUEBEC	20.3	38.6	7.4	2.2	22.6	2.1	7.2
ONTARIO	43.6	6.1	6.2	0.4	26.1	0.8	16.9
MANITOBA	22.0	31.7	11.9	1.2	23.5	2.9	5.9
SASKATCHEWAN	57.7	2.1	2.8	0.2	27.3	0.0	9.9
ALBERTA	58.6	11.2	8.9	0.5	12.8	4.6	3.3
BRITISH COLUMBIA	66.8	10.1	5.2	0.1	9.2	0.6	7.9
CANADA	45.3	12.2	6.8	0.6	23.1	1.2	11.3

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), Table 39, p. 102

such aggregate national data. They contain three perspectives on budget allocations to the major project categories in the NIP implementation stage. In general, the data indicate that the major priorities under NIP were social/recreational facilities and municipal services, with land for social housing and reserve funds also significant categories. The ultimate distribution of reserves would alter the percentages shown on the tables, as would actual implementation experience. Available documentation does not provide a contemporary analysis of actual NIP project experience to determine whether expenditure plans were realized.

The data in Table 7 indicate four interesting factors:

1) generally increasing allocations to social/recreational facilities (and associated property acquisition) from 1974 to 1977

2) a significant decrease in the 1977 allocation to land for social housing

3) relatively stable allocations to municipal services from 1974 to 1977

4) minimal allocations to relocation, indicating an expectation of modest displacement activity.

Table 9 provides some disaggregation of the national statistics to reveal significant variations by province.

1) In three provinces, social/recreational facilities were a smaller budget item in contrast to these allocations in the other seven provinces. In Newfoundland, municipal services ranked first and land for social housing was second with the reverse being true for Quebec and Manitoba.

2) Allocations to municipal services are notable for their relative importance to Newfoundland and Nova Scotia, and their low priority in Alberta and British Columbia.

3) Considerable variation occurred in allocations for administration, planning and participation, and for reserves.

The emphasis on parks, recreational and other community facilities is consistent with the general finding that older neighbourhoods are lacking such facilities. At the same time, the absence of any NIP provision for ongoing federal operating assistance was considered a disincentive to such facilities, especially for smaller communities.

Two aspects of project allocations disappointed federal evaluators: (a) the proportion of federal NIP grants assigned to 25-per-cent items (see Table 10); and (b) a much narrower range of project undertakings than had been anticipated. With regard to (a), the evaluators were concerned about the capital works orientation that NIP took on at the local level, especially among smaller municipalities. With regard to (b), a scoring system was applied to NIPs in various municipal population classes to assess the extent to which budgets were distributed among the three main expenditure categories - social/recreational facilities, land for social housing and municipal services. It was expected average ratings should tend toward the maximum if multiple needs, as anticipated by CMHC's neighbourhood selection criteria, really existed. The results of the assessment are outlined in Table 11. Evaluators suggested these results indicated that: (a) the needs of neighbourhoods were less diverse than anticipated in the program design; or (b) although needs were diverse, municipalities tended to apply NIP to relatively few uses; or (c) the wrong neighbourhoods were being selected.

4.5 Funding

Table 12 provides an overview of the distribution of federal NIP grants. Considerable variation occurred in the average NIP allocation; the average allocation per NIP resident; and the distribution of federal funds among the different municipal population classes. These variations were influenced by demographics and differing strategies as to whether NIP funds should be applied in a concentrated or dispersed fashion. Of note are the data which indicate: (a) the relatively high distribution of funds to municipalities of less than 10,000 persons in PEI and Saskatchewan; and (b) the concentration of NIP

TABLE 10

Percentages of Federal NIP Grants Expended in Implementation Stage on 25% Items (1,2)

BY PROVINCE	1974	1975	1976	1977	ALL YEARS
NEWFOUNDLAND	16.7%	38.2%	50.2%	45.0%	34.1%
P.E.I.	17.7	39.5	10.4	21.6	24.6
NOVA SCOTIA	13.8	43.0	100.0	20.4	35.7
NEW BRUNSWICK	32.2	22.9	N.A.	N.A.	28.2
QUEBEC	22.8	24.6	28.1	N.A.	24.7
ONTARIO	21.7	25.3	32.1	59.3	26.7
MANITOBA	19.9	25.9	32.5	N.A.	26.4
SASKATCHEWAN	45.0	21.0	19.6	19.1	27.3
ALBERTA	34.4%	8.0	17.5	1.2	17.4
BRITISH COLUMBIA	10.8	12.1	7.9	8.1	9.8
BY MUNICIPAL SIZE CLASS					
UNDER 2500	37.9	17.4	14.6	14.5	19.3
2500 to 10,000	35.0	31.3	32.8	44.3	34.4
10,000 to 30,000	36.0	34.5	32.3	33.1	34.1
30,000 to 100,000	18.1	24.9	37.7	21.2	22.5
OVER 100,000	17.9	18.2	21.2	15.8	18.7
CANADA	23.0%	23.8%	27.1%	23.1%	24.2%

Notes:

1. Sample of 287 NIP areas
2. 25% items included grants for municipal services and land for other uses

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), Table 37, p. 100.

TABLE 11

Average NIP Budget Spread, by Municipal Class Size

	Class Size				
	Under 10,000	10,000 - 30,000	30,000 - 100,000	Over 100,000	All
Average Budget Distribution (maximum: 3 points)	1.7	1.9	1.8	2.1	1.9

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), Table 42, p. 105

TABLE 12

Characteristics of Federal Grants, by Province

PROVINCE	NO. OF NIPS	FEDERAL NIP GRANTS ($'000)	AS % OF TOTAL FEDERAL NIP GRANTS	AVERAGE ALLOCATION (FEDERAL GRANTS ONLY)	AVERAGE PROJECT ALLOCATION PER PERSON PER NIP	% OF FEDERAL GRANTS ALLOCATED BY MUNICIPAL POPULATION CLASS			
						UNDER 10,000	10,000-30,000	30,000-100,000	OVER 100,000
NEWFOUNDLAND	11	$ 7,285	3.61%	$658,305	$212	13.7%	30.0%	56.3%	0
P.E.I.	18	5,433	2.69	301,450	173	79.3	20.8	0	0
NOVA SCOTIA	46	10,770	5.34	228,580	131	29.7	17.0	30.3	23.3%
NEW BRUNSWICK	13	5,067	2.51	345,649	128	26.3	17.4	56.4	0
QUEBEC	79	50,100	24.83	596,864	238	18.2	22.5	32.0	27.3
ONTARIO	134	64,755	32.09	474,876	162	16.1	18.8	22.9	42.2
MANITOBA	9	11,765	5.83	1,301,590	474	4.7	10.3	7.9	77.2
SASKATCHEWAN	56	10,751	5.33	191,413	111	65.5	11.2	0	23.2
ALBERTA	49	15,750	7.81	316,721	136	35.6	1.0	5.9	57.6
BRITISH COLUMBIA	64	20,100	9.96	306,459	90	23.2	13.9	21.8	41.2
CANADA	479	201,776	100	410,002	154	23.5	17.2	23.3	36.0

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Tables 2, 6, 13, pp. 11, 16, 28

activity in Manitoba, particularly in Winnipeg. Table 13 provides an overview of the distribution of federal loan funds, with Quebec and Newfoundland the main users of this aspect of NIP.

As noted in Table 3, the federal grants were allocated to the provinces on the basis of a needs formula. Federal evaluators found that municipalities of 100,000 persons or more were underfunded relative to the results of the needs formula (see Table 14). Small municipalities (under 10,000) were somewhat overfunded, while mid-sized municipalities (10,000 to 100,000) were considerably overfunded. The evaluators complained that it was difficult to find a rational basis for the allocation levels which accompanied municipal designation by the provinces. However, no federal criteria had been established for distribution of NIP funds to the municipalities.[34]

Table 15 illustrates the proportionately greater financial burden that NIP meant for smaller municipalities, especially those with populations of less than 2,500. While these concerns were raised, the available documentation provides little detailed identification and analysis of the magnitude of funding problems faced by smaller municipalities. Ontario evaluators, for example, did not find evidence of financial hardship in their selected sample of case studies although a few municipalities had to use debenture financing to support their share of costs.[35] Indeed, they found some indication that NIP was perceived as "a free or almost free handout" and suggested that to engender more municipal interest and commitment cost-sharing on a 50-50 basis might be advisable. However, they also suggested that a two-level program should be developed that would be sensitive to the distinctive needs of larger and smaller municipalities.

A number of other concerns arose in relation to NIP funding:

> .Federal evaluators found that NIPs generally were being completed within their overall budgets. Others, however, were concerned about the impact of inflation on NIP allocations and project costs, especially as NIPs began to exceed their planned time frames. Indeed, NIP was perceived to become less viable over time because of the effects of inflation and government restraint programs. Municipalities found it especially difficult to provide operating costs to accompany NIP capital investments. (36)

TABLE 13

Federal Loan Commitments to NIP Areas by Calendar Year and Province

	NUMBER OF NIP LOANS AND TOTAL AMOUNT COMMITTED BY YEAR, IN $ 000's											
PROVINCE	NO.	1974	NO.	1975	NO.	1976	NO.	1977	NO.	1978	NO.	ALL YEARS
NEWFOUNDLAND	2	$ 1,635	2	$ 2,083	2	$ 3,000	5	$ 2,800	4	$ 600	15	$10,118
P.E.I.	0	0	1	$ 267	0	$ 0	4	$ 300	10	$ 1,408	15	$ 1,975
NOVA SCOTIA	0	0	3	$ 756	0	0	3	$ 189	2	$ 203	8	$ 1,148
NEW BRUNSWICK	0	0	0	0	1	$ 773	1	$ 627	0	0	2	$ 1,400
QUEBEC	0	0	12	$ 6,816	26	$13,256	29	$13,558	27	$12,400	94	$46,030
ONTARIO	0	0	0	0	1	$ 12	1	$ 346	1	$ 268	3	$ 626
MANITOBA	0	0	0	0	0	0	0	0	0	0	0	0
SASKATCHEWAN	0	0	1	$ 45	2	$ 246	1	$ 179	11	$ 1,297	15	$ 1,767
ALBERTA	4	$ 1,045	1	$ 78	0	0	0	0	0	0	5	$ 1,123
BRITISH COLUMBIA	1	$ 125	1	$ 47	0	0	0	0	1	$ 63	3	$ 235
CANADA	7	$2,805	21	$10,092	32	$17,287	44	$17,999	56	$16,239	160	$64,422

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979) Table 5, p. 14

TABLE 14

Actual Distribution of Federal NIP Grants, by Municipal Population Class, Compared to Results of Needs Formula

	MUNICIPAL POPULATION CLASS					
	OVER 100,000	30,000-100,000	10,000-30,000	5,000-10,000	UNDER 5,000	ALL URBAN CANADA
1. A% URBAN HOUSING IN NEED OF MAJOR REPAIR (1961)	50.17	15.71	11.04	6.76	16.32	100
2. B% URBAN WAGE EARNERS BELOW $6,000	63.80	11.86	10.00	4.84	9.48	100
3. C% URBAN HOUSING BUILT BEFORE 1946	59.21	12.86	10.62	5.62	11.68	100
4. D% URBAN POPULATION	62.44	11.76	10.65	5.15	10.00	100
5. $\frac{A+B+C+D}{4}$	58.91	13.04	10.58	17.46[1]		100
6. NIP ALLOCATIONS, 1974/75/76 IN PERCENT	36.0	23.3	17.2	23.5[1]		100
7. DIFFERENCE, LINE 6-5	-22.9	10.3	6.6	6.0[1]		0

Note:

1. These figures are aggregated to allow comparability between census size classifications and those used in NIP project forms.

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), Table 11, p. 43

TABLE 15

Average Municipal Contribution Burden by Municipal Population Class, 1974-1977 (1,2)

MUNICIPAL POPULATION CLASS	(A) AGGREGATE MUNICIPAL NIP CONTRIBUTION FOR CLASS	(B) AGGREGATE POPULATION OF NIP MUNICIPALITIES IN CLASS	AVERAGE CONTRIBUTION BURDEN $\frac{A}{B}$ ($ PER POPULATION)
UNDER 2,500	$ 9,214,163	78,262	$118
2,500 to 10,000	$19,315,349	305,099	$63
10,000 to 30,000	$18,430,462	635,063	$29
30,000 to 100,000	$20,302,986	1,732,398	$12
OVER 100,000	$27,976,317	5,105,546	$5
ALL MUNICIPALITIES	$95,239,277	7,856,368	$12

Notes:

1. Sample of 279 NIP areas

2. The municipal NIP contribution is the aggregate of the municipal contribution for all NIP projects in that municipality. Smaller municipalities tend to have a single NIP area, but larger municipalities usually have several. Municipal contributions for a NIP project depend upon the amount of federal contributions expended on 50% and 25% items and the rate of provincial contributions.

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report (1979), Table 22, p. 42

.Assessments were mixed as to whether NIP was used as a budget substitution mechanism (i.e., to fund expenditures municipalities would have made without NIP). (37)

.Prorating of contributions to facilities that would serve non-NIP residents was found to have a negative impact on smaller municipalities, as were the $100 per resident minimum and the lower levels of senior government support for needed municipal services. (38) Some supplementary assistance was provided to those 1974 NIPs which the federal government viewed as underfunded relative to the level of commitment it believed necessary if NIP were to have significant neighbourhood impact.

.Lack of forward budgeting created short-term planning problems for provinces and municipalities. While an up-front commitment was made as soon as the first certificate of eligibility was issued, the actual levels of annual allocations to provinces (and subsequently to municipalities) had to await Parliament's approval of CMHC's estimates each spring.

.NIPs in both Toronto and Vancouver were among those which encountered difficulties with funding criteria because of projects that involved non-municipal-owned facilities or equipment (i.e., projects that involved facilities owned by service clubs, community organizations or school boards but were very much related to community improvement). (39)

4.6 Program Delivery and Administration

The most detailed analysis of NIP delivery and administration was undertaken by federal evaluators in the 1975-77 period in preparation for a decision about NIP's post-1978 fate. Their assessments had to rely on the implementation experience of early NIPs and thus did not reflect adjustments and developments which occurred later in the program as a result of initial problems.

Nonetheless, four key issues which arose early in the NIP experience continued to affect the program throughout its mandate:

.Almost from the outset, NIP implementation did not occur within the time framework anticipated by program designers. NIP itself was to be a five-year program but in essence was reduced to a four-year mandate as it did not become fully operative until

1974 and was terminated in early 1978. The annual agreements negotiated between the federal government and the provinces absorbed considerable time, which in turn delayed area designations, planning, budgeting and project implementation. Planning in individual NIP areas took longer than the projected six months. The national average was 9.1 months.

.Considerable variation occurred in the types and adequacy of staffing arrangements associated with NIP. Federal evaluators concluded that CMHC generally was understaffed at its national, regional and local office levels. Provincial performance differed significantly. Ontario and Quebec were relatively well staffed and extensively involved in delivery; Alberta and Saskatchewan were not able to allocate sufficient staff to take a lead role in delivery until the later stages of the program; in Newfoundland, CMHC took a lead role although the province's manpower allocation was significant as well; in Manitoba, delivery tended to evolve around relationships between Winnipeg's NIP staff and the CMHC office. An inability to provide sufficient provincial manpower (and other resources) contributed to New Brunswick's withdrawal from the program in 1976 and 1977. (40) At the municipal level, variations in staffing arrangements were associated with the size of the municipality, the magnitude of the local NIP program, and the nature of the municipal organization.

.The flexibility of NIP's federal objectives, criteria and guidelines contributed to ambiguity and conflicting interpretations at the local level. Efforts were made to improve training, communication and technical assistance during the latter stages of the program. Direct involvement by CMHC had to be balanced against provincial complaints of interference, however.

.Problems of co-ordination also were persistent within each level of government and between them. The intergovernmental level was affected by a conscious decision to not repeat the formal co-ordinating committee approach used under the urban renewal program. The absence of some form of intergovernmental mechanism, however, resulted in slow and circuitous communications, and well-founded accusations of erratic senior government interventions, federal evaluators found. (41) At the intragovernmental and especially municipal level, federal evaluators observed that NIP staff tended to occupy marginal positions within municipal organizations or, if they were effective, were perceived as threats to established departments. Change in this situation appeared to require a commitment to a long-term program with a reasonably assured level of funding so that municipalities would engage in the appropriate organizational adjustments. (42)

In general, it was perceived that those provinces and municipalities which could devote relatively larger and more skilled staff (and other resources) to NIP's implementation were more effective. Moreover, while a number of case studies revealed conflict in planning and administration, federal evaluators asserted that the overall level of conflict in NIP delivery had been relatively low.[43]

4.7 Other Considerations

Resident involvement was expected to occur primarily in the planning phase and possibly, during implementation. The extent and forms of involvement were left to municipalities and residents to sort out. The expectation appeared to be that citizens mainly would function as advisors. Actual experience with this component of NIP ran the gamut from essentially nil participation, to extensive and sometimes controversial involvement.

Table 16 provides a summary of citizen participation as assessed by evaluators reviewing 21 case studies done for CMHC. While it appears NIP encouraged formation of some new resident groups, the levels of resident control and involvement were judged to be low in terms of planning and implementation.

Municipal maintenance and occupancy (M&O) standards were mandatory for designation under NIP. Their purpose was two-fold: (a) to provide a means to deal with substandard units and recalcitrant owners within NIP areas, and (b) to encourage continued maintenance and upgrading, thus protecting investments made under NIP and RRAP.

CMHC did not provide specific criteria or a model bylaw for municipalities to follow in preparing these standards or revising existing ones.

Evaluators found that municipal enforcement of M&O bylaws was lacklustre. Municipalities tended not to take the initiative but, rather, reacted to complaints or to the worst cases of dereliction. Many were willing only to

TABLE 16

Summary of Citizen Participation
in Federal Case Studies

Subject Area	Categorization	No. of Case Studies In Each Category
A. Organized Resident Group	1. Existed before NIP	1
	2. Organized during NIP	9
	3. Non-existent	10
B. Type of Participation Process (1)	1. Full consultation	5
	2. Advisory	4
	3. Information only	11
C. Levels of Resident Control Over Planning Choices	1. High	4
	2. Moderate	6
	3. Low	10
D. Level of Delivery Conflict (municipal residents)	1. High	2
	2. Moderate	7
	3. Low	10
E. Degree of Involvement of Residents in Planning and Implementation	1. High	4
	2. Moderate	6
	3. Low	11

Notes:

1. In this categorization, "full consultation" signifies that residents or their representatives were actively involved in most aspects of the planning process and were treated as partners in this process. An "advisory" process indicates that residents had an opportunity to comment on and react to municipal initiatives.

Source: CMHC, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data (1979), p. 154.

apply bylaws in situations where owners would be eligible for RRAP, but were not prepared to apply the standards to an entire area or municipality. Larger municipalities with available and trained staff and other resources tended to be more aggressive in enforcement. However, they too were cautious about the potential for displacement of residents if, for example, enforcement prompted landlords to close and/or demolish their properties.

NIP's commercial loan feature, enabling municipalities to borrow the full value of any loan made by them (to a maximum of $10,000) for improvements to commercial enterprises, was not used. In some provinces, municipalities were not authorized to relend money. A small allowance for administrative costs, and interest rates near market levels, also were considered disincentives. No specific provisions or incentives were included to involve local merchants or other private sector parties in NIP planning and implementation. Moreover, to meet CMHC's neighbourhood selection criteria, NIP boundaries sometimes were drawn to avoid local commercial areas that otherwise were an integral part of the communities.

FOOTNOTES

17. Canada Mortgage and Housing Corporation, Statistical Services Division, Canadian Housing Statistics 1979 (Ottawa: The authors, March 1980), Table 74, p. 66; and CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 8-9.

18. Manitoba Housing and Renewal Corporation, Annual Report 1981-82 (Winnipeg: The authors, 1982), 10.

19. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 20, 23-24, 36-37, 41, 69, and Volume 2, 47, 80-82,112-113.

20. Community Planning Association (B.C.) and Ptarmigan Planning Associates, Evaluation of the NIP Delivery System in British Columbia, 6, 19-20, 23; and Ontario, Ministry of Municipal Affairs and Housing, Neighbourhood Improvement Program: An Evaluation - Final Report, 81, 83. See also submissions from Saskatchewan, Ontario, New Brunswick, Prince Edward Island and Newfoundland in: CMHC, comp., Evaluation of the Neighbourhood Improvement Program, Volume 4.

21. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 60.

22. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 143.

23. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 37-38, 44, 46-48.

24. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, Table 7, p. 17.

25. City of Edmonton, Planning Department, Rehabilitation and Redevelopment Branch, Selection of Neighbourhood Improvement Program Areas (Edmonton: The authors, September 1976).

26. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 23.

27. Neil Prashad, et al., The Impact of the Neighbourhood Improvement Program in the City of Toronto ([Toronto]: Canada Mortgage and Housing Corporation, 1981), 11.

28. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 35-36.

29. City of Calgary, Planning Department, Calgary General Municipal Plan: Office Consolidation (Calgary: The authors, April 1981); and City of Winnipeg, City Council, By-law No. 2960/81, A By-law of the City of Winnipeg to Establish the Greater Winnipeg Development Plan for the City of Winnipeg and the Additional Zone, second reading: October 19, 1983 (Winnipeg: The authors, 1981).

30. City of Edmonton, Planning Department, Evaluation Report - Neighbourhood Improvement Program, Residential Rehabilitation Assistance Program (Edmonton: The authors, 1978), 8.

31. Ontario, Ministry of Municipal Affairs and Housing, Neighbourhood Improvement Program: An Evaluation - Final Report, 81-82.

32. Ibid., 16-25

33. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, Table 35, p. 90.

34. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 37-38, 44, 46-48.

35. Ontario, Ministry of Municipal Affairs and Housing, Neighbourhood Improvement Program: An Evaluation - Final Report, 84.

36. Katherine Willson, Housing Rehabilitation in Canada: A Review of Policy Goals and Program Design, Major Report No. 16 (Toronto: University of Toronto, Centre for Urban and Community Studies, February 1980), 12.

37. Budget substitution was alleged in the following sources:

    - CMHC, Case Study Summaries, Volume 3: Evaluation of the Neighbourhood Improvement Program (Ottawa: The authors, 1979 (?)), cases #621 and 622.
    - CMHC, "Workshop 1 - Case Study Researchers," in Evaluation of the Neighbourhood Improvement Program: Workshop Proceedings and Summary of Recommendations, Volume 5, (Ottawa: The authors, November 2, 1977).
    - Prashad, et al., The Impact of the Neighbourhood Improvement Program in the City of Toronto, 13.

    Explicit assessments that NIP was not used as a budget substitution mechanism were found in:

    - CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 3, case study #634.
    - Ontario, Ministry of Municipal Affairs and Housing, Neighbourhood Improvement Program: An Evaluation - Final Report, 77.

38. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 69.

39. City of Vancouver, Planning Department, Vancouver Neighbourhood Improvement Program Review (Vancouver: The authors, 1983), 35-43, 44-52, 53-60; and Prashad, et al., The Impact of the Neighbourhood Improvement Program in the City of Toronto, 51-52, 84.

40. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 15-18, 32-36.

41. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 1, 66-67.

42. Ibid., 22.

43. CMHC, Evaluation of the Neighbourhood Improvement Program, Volume 2, 94.

5.0 EVALUATIONS AND REVIEWS OF NIP

Those individuals and agencies who have assessed NIP's impact and effectiveness produced mixed findings. The program's mandate, objectives and delivery were subject to critical analysis. At the same time, most provinces professed to support continuation of NIP and there were indications that the program had started to achieve at least some of its objectives. It was apparent that NIP, especially in combination with RRAP, resulted in physical improvements and net additions to community facilities in designated neighbourhoods. Less evident, however, was the extent to which NIP had reversed the processes of decline; helped residents assume control over their changing environment; or established long-term commitment to neighbourhood rehabilitation and stabilization.

5.1 Evaluators and Methodologies

Documentation available for this review of NIP consisted of three types of evaluations:

1) CMHC conducted a multi-component evaluation to assist in determining the program's fate after March 1978. The process included:

   a) 21 case studies by six teams of consultants following a research design produced by one of the consultants

   b) submission of provincial position papers

   c) analyses of data from the 479 NIPs

   d) four workshops involving regional co-ordinators, local NIP co-ordinators, case study consultants, and representatives of selected national interest groups

   e) data gathered by CMHC officials on field trips

   f) miscellaneous submissions and internal papers by staff of CMHC's Neighbourhood and Residential Improvement Division.

A planned study of NIP/RRAP need and demand was not undertaken.

2) The second type of evaluation focussed on the provincial or municipal level and was conducted by provincial or municipal officials (the Ontario, Vancouver and Edmonton studies) or by summer students working under the auspices of CMHC (the Toronto and Winnipeg studies).

3) Third parties contributed another category of evaluation material (e.g., graduate students produced master's level theses, generally on a case study basis and with particular attention to citizen participation - Guerrette, Smith, Tozer; other, non-governmental parties also examined NIP, generally from a national perspective - Canadian Council on Social Development; Detomasi). These sources tended to probe NIP in more critical fashion and, in particular, to assess the program's mandate, rationale and objectives.

In general, the evaluators used interviews with selected actors for primary data analysis and/or available documentation and program statistics for secondary data analysis. Case studies appeared to be done while NIPs were still in progress or recently completed.

Four observations may be made about the available documentation:

1) Absent are time series analyses or other forms of assessment which analyze NIP's long-term impact. At least two types of long-term effects are of interest. One is the 'staying power' of NIP as a policy and program concept. How extensively or intensively was the program pursued by provinces and municipalities after federal funding specifically for neighbourhood improvement ceased? The second area of interest is the impact at the neighbourhood level. Have NIPs managed to arrest their decline, and sustain physical improvement and resident involvement/commitment? Have they reverted to their former status? Have they been scaled upward as a result of redevelopment or gentrification, perhaps facilitated by the improvements NIP introduced?

2) The evaluations tend to be from the national or a local/case study perspective. Less documentation was available from a provincial perspective, or which discussed municipal delivery problems or the strengths and weaknesses of NIP from a municipal perspective. Given that NIP was a tri-level program, and national criteria and objectives tended to be loosely-worded and flexible for local application, the available documentation thus appears to be incomplete.

3) Evaluations by self-interested parties at the provincial and municipal levels tend to lack critical analyses of, for example, program delivery.

4) Presentation of hard data is not always consistent or precise (e.g., in terms of data on housing prices, changes in property taxation, rental increases, displacement, alternative accommodation for the dispossessed, actual program expenditures versus those that were budgeted, or operating expenses associated with new community facilities for which the lack of assistance was considered a disincentive in the NIP design).

A key evaluation problem was timing, especially for CMHC since its assessment had to be undertaken when a great number of areas had not yet entered the implementation stage. As a result, its evaluation tended to focus on the delivery process, and the case studies had to emphasize early NIPs (1974 and 1975) which did not necessarily reflect the learning experience that occurred subsequent to these. Incomplete impact data were extracted for only 10 of the 21 case studies. Two other key evaluation problems for CMHC were: the use of NIP for varied and diffuse purposes, with associated variations in perspectives on the program's 'success'; and the application of NIP to problems and processes that were not readily measurable.

In his critique of the CMHC evaluation, Detomasi raised similar points as above but also faulted the design of NIP and the federal evaluation. For example, he argued that NIP's objectives and priorities were not explicitly defined or clearly articulated, nor did they represent a two-way flow of information between relevant citizens and policy-makers. This complicated normative analysis of NIP (i.e., comparison of some state or rate of change with some desired state or rate of change). In addition, normative analysis was made difficult by the unresponsiveness of the evaluation design to the fact that NIP applied to different groups of people in different places at different times and thus required an evaluation system that could accommodate a diversity of goals, weightings, indicators and projects rather than CMHC's standard data requirements and interview schedules. Lack of citizen involvement in NIP's design, the early phases of individual programs and NIP's evaluation meant the evaluation findings suffered from a lack of baseline data and

information on the many program or project effects that would be essentially subjective, interdependent and best identified by those experiencing them.

Consultants who conducted the British Columbia case studies also were critical of the evaluation design, arguing the research problem was not clearly defined nor was the necessary set of operational definitions to provide the framework for field research. The consultants also did not participate in the impact assessment because of a lack of 'before' data; doubts that comparable objective data would be available for all relevant case studies; difficulties with the kinds of subjective data that were requested; lack of rationale for required windshield surveys to examine the exterior environment; and other concerns.

5.2 Principal Achievements/Non-Achievements

NIP was judged by most of its immediate participants as a qualified, and in some cases astonishing, success that led the way in sensitive revitalization and conservation of older urban areas. The Ontario Ministry of Municipal Affairs and Housing found in its evaluation (seven case studies) that NIP had an overwhelmingly positive community impact and in each instance met defined community needs before neighbourhoods deteriorated to a point beyond repair.

Others were not as enthused. A mid-term assessment of NIP by the Canadian Council on Social Development concluded that the program required refinement of its objectives, design and delivery mechanisms and that NIP had failed to create a viable, effective tool for neighbourhood revitalization.

Evaluators could agree that NIP resulted in positive physical changes in designated neighbourhoods through the additions of new amenities, the rehabilitation and sometimes reconstruction of housing, infrastructure improvements, downzoning, and related measures. Assessments were mixed on the extent of achievements in such areas as citizen participation, bylaw enforcement, community planning, long-term municipal and resident commitment to older

areas, and the capacity of municipalities and provinces to bear the costs of neighbourhood improvement without continued federal assistance.

5.2.1 Objectives Achievement

Only two of the studies reviewed for this paper framed their findings in terms of the six federal objectives for NIP (refer to Appendix B). However, most evaluations addressed the major thrusts of the objectives although some authors were more narrowly focused in their reviews than others. Key findings, by objective, are outlined below.

> *1. To improve those residential neighbourhoods which show evidence of need and of potential viability.*

The results of NIP on a case study basis were too incomplete to assess the achievement of this objective. As noted above, most evaluations occurred while NIP areas were still in progress or recently completed, and available documentation does not provide any long-term assessment of the program's impact.

Another issue of concern to evaluators was NIP's long-term influence. There were indications that NIP had resulted in significant municipal/provincial policy reorientation toward older neighbourhoods, and that areas which in the past could not successfully attract public or private investment were the focus of renewal activity. But NIP alone was considered insufficient in scale and scope to reverse the deterioration of older neighbourhoods, and it was further argued that the program essentially was a single-dimensional approach to what were multi-dimensional problems.

While many case studies were very positive about achievements, there were concerns with neighbourhood selection. It was argued, for example, that the selection criteria made NIP least applicable on the fringes of downtowns and other areas subject to private redevelopment pressure even though demands for neighbourhood protection and improvement often were strongest in these areas. In addition, there were indications that the most 'needy' (and eligible) neighbourhoods might be bypassed in favor of others which appeared

to have greater potential for program 'success', or had active lobbies in favor of designation.

2. *To improve and maintain the quality of the physical environment of the neighbourhood.*

Two of the guidelines associated with this objective were not well met - enforcement of maintenance and occupancy bylaws and commercial improvements through NIP loan provisions or some separate form of assistance. In terms of the other guidelines (refer to Appendix B):

1) Available documentation did not contain detailed data or analyses to assess the acquisition and clearance of land for social housing and/or to remove detrimental uses. There were no comprehensive data on the amount of land acquired, the extent of displacement involved, or the amount of reconstruction that occurred.
2) Federal evaluators and others were concerned with what they perceived to be an excessive emphasis on municipal works expenditures. Of associated concern was evidence that a number of municipalities used NIP funds for capital projects they would otherwise have undertaken themselves.
3) Findings with regard to stability of NIP area land uses and densities were contradictory and incomplete. In larger centres, gentrification or redevelopment pressures were ever-present possibilities. In smaller communities, circumstances external to NIP were seen to be of greater importance in influencing the stability of NIP areas.

Perceptions about the extent of physical improvements in NIPs were closely related to the success of RRAP. The take-up of that program appeared to be extremely variable among municipalities, however.

Maintenance of an improved physical environment depended on the extent of the municipal commitment to sustain NIP-like activity; the quality and relevance of the NIP area plan or other planning documents applicable to the neighbourhoods; enforcement of maintenance and occupancy standards; and the extent to which private sector investment had been stimulated and/or retained. Evaluation findings were not overly positive on any of these points.

3. To improve the amenities of neighbourhoods.

This may have been the most fully realized objective under NIP. No aggregate data were published on the number or types of facilities added or improved under NIP, or the amount of land obtained or banked. However, as indicated in Section 4.4, social/recreational projects dominated budgetary allocations in most provinces and across all municipal population classes.

At the same time, social/recreational projects were often a main source of contention between residents and municipalities. Issues included: whether such projects would receive priority in NIP allocations; what the appropriate design of the facilities should be; who would be responsible for operating costs; whether residents would have operational control of the facilities; pro-rating requirements for facilities serving non-NIP residents; and the impact of operating costs on municipal budgets.

In general, evaluators found that the 'soft' service component of NIP contributed measurably to improvement of living conditions in NIP areas and, often, entire communities. Ontario evaluators noted that "some municipalities would have been less eager to carry out such works if financially it had not been in their interests to do so."

4. To increase the effect of related programs.

Federal evaluators found little significant achievement in relation to this objective. However, as noted earlier, no aggregate data were published on the extent of leveraging under NIP. Such data might have provided a different perspective, as might a broader choice of federal case studies. The Winnipeg, Vancouver, Toronto and Ontario evaluations all contained examples of linkages and/or leveraging that were judged to enhance the impact of NIP in those places.

Related programming or funding tended to focus on projects of a physical improvement nature. Less evident was the extent to which economic and social

initiatives were attracted to NIP areas.

5. To improve the neighbourhoods in a manner which meets the aspirations of neighbourhood residents and the community at large.

With regard to Guidelines (b) and (c), none of the available evaluations pinpointed resident displacement as a problem. However, no hard data were published on the numbers displaced, the compensation provided, or the appropriateness of alternative accommodations. None of the studies indicated any follow-up was attempted with dispossessed persons.

There were some positive conclusions regarding the citizen participation component of NIP (Guideline (a)), despite the absence of formal criteria by which to assess this. For example, Bostock, et al., concluded that NIP was successful "for the most part" in achieving this objective in Winnipeg.

Ontario evaluators found resident involvement often helped to create better links between municipalities and their citizens. Overall, however, the extent of citizen involvement varied considerably with larger municipalities appearing to be more committed and inventive in their approaches to the process. Where extensive participation occurred, it lengthened the stages of NIP and sometimes was associated with protracted disagreements over projects. This could discourage citizen participation in future, the evaluators noted. Moreover, this dimension of NIP appeared to lose momentum toward the latter stages of the program.

CMHC evaluators, in contrast, were anticipating that the stimulus of NIP would be sustained as a result of the number of new resident organizations formed under NIP, and the leadership skills and experience in government relations gained by participants. CMHC judged the citizen participation component to be a modest success.

6. To deliver the program in an effective manner.

No explanation is offered in the available documentation for the change in this objective from an original statement regarding delivery of the

program in a manner allowing decisions to be made within known funding and time limits. However, it was evident during the implementation of NIP that project deadlines were not being met. This, in turn, had an impact on whether budgets would be met. The federal evaluation was too early to fully assess the financial experience under NIP. Most subsequent evaluations did not address this point in any detail except to note concerns about inflation and underestimating of project costs. Federal contributions to individual NIP areas were fixed at the time of designation; thus, any overspending would be the responsibility of municipalities and/or provinces.

Assessments of achievement of Objective #6 varied and were sometimes contradictory. CMHC concluded that one of NIP's strengths was its flexibility in terms of content and administration. The Canadian Council on Social Development complained that NIP was not as flexible as the federal government claimed. In practice, many of the things municipalities wanted to do in NIP areas could not be funded according to the strict terms of the program. In turn, considerable variations in regulations occurred at field level to allow desirable projects to proceed. Moreover, federal reticence about what could be done with NIP funds and the amount of money to be made available impeded implementation of NIP. Constantly changing guidelines, uncertainty, and protracted negotiations to establish tripartite agreements all hindered the program, the council argued. Federal evaluators acknowledged the problems associated with loosely-specified objectives, guidelines, and roles for the various governments and other groups involved in NIP. They also recognized the planning and administrative difficulties which arose because of delays in reaching annual NIP agreements with the provinces. Other key concerns have been discussed in Section 4.0.

5.3 General Conclusions

NIP's rationale and intent generally were unquestioned by evaluators. The program was perceived to be needed, to be in concert with the socio-political context in which it was developed, and to be a welcome reorientation in government policy. There also was general support for its continuation, although with modifications. Appendix G outlines the primary recommendations that emerged from the federal evaluation of NIP. By implication,

these pinpoint the principal weaknesses of the program as detected in that review. The federal response was not to reform NIP or even to retain its distinct policy profile but, rather, to produce a new package of municipal assistance which merged NIP with other programs (see Section 6.0).

6.0 POST-NIP

Despite considerable support for NIP, the program's mandate was not renewed by the federal government in 1978. NIP commitments were finalized by December 31, 1983 except for municipalities which received CMHC approval to complete their projects by early 1984.

It was anticipated, however, that "federal assistance for improvements to neighbourhoods will very likely continue...under NIP's replacement, the Community Services Contribution Program" (CSCP). This subsidy, which had to be operated within a proposed budget of $250 million annually, consolidated NIP with two other programs terminated in 1978 - the Municipal Infrastructure Program which since 1960 had provided grants and loans of $2.2 billion to planning, construction and extension of sewerage and water supply systems, and the Municipal Incentives Grant Program which since 1975 had encouraged the development of land by providing a subsidy of $1,000 per unit for modest-sized, moderately-priced housing at medium densities.[44]

By merging these programs and expanding project eligibility criteria, CSCP made federal assistance available for a wide range of municipal capital projects -sewage treatment and trunk lines, community water supply and trunk storm sewers, social and cultural facilities, community recreation facilities, neighbourhood improvement and conservation, non-profit housing, upgrading and insulating municipal buildings and community facilities, provision of facilities to convert municipal waste to energy production, and other capital works specified in federal-provincial operating agreements (see Table 17).

In essence, CSCP retained only the capital works and amenities components of NIP. Gone were such notions as urban democracy, managing social and economic change at the neighbourhood level, engaging in positive area discrimination and in multi-purpose, multi-function programming. CSCP's underlying rationale also reflected a contrasting interpretation of NIP's delivery and effectiveness, as compared with NIP evaluation findings (including provincial recommendations to continue NIP).

TABLE 17

Objectives of the Community Services Contribution Program

1. To provide increased flexibility and wider latitude to the provinces and their municipalities in using federal funds.

2. To enable federal assistance to better respond to local needs and conditions.

3. To reduce duplication in detailed administrative procedures by disentangling the federal government from project-by-project scrutiny.

4. To enhance the degree to which federal assistance meets the priorities of the provinces and municipalities.

5. To ensure that federal assistance is more equitably available to all provinces.

Source: Ian D. Cross, Progress Report, Community Services Contribution Program: Final Program Year (1980), (1984), pp. 1-2

However, CSCP was consistent with two significant policy changes at the federal level. Firstly, the Ministry of State for Urban Affairs was disbanded in 1979. Its efforts at joint urban planning, research and policy/program co-ordination had floundered in the face of provincial sensitivity to federal involvement in urban affairs; federal budgetary difficulties; a succession of ministers and secretaries; and an inability to realize the kind of structural and policy-making reforms it was designed to achieve within the federal government.[45]

Secondly, CSCP was among several fundamental readjustments in federal housing policies. These 1978-79 changes were designed to respond to contemporary market conditions; to increase private investment in residential construction, allowing a corresponding decrease in federal expenditures; and to provide more flexible arrangements in federal-provincial relations.[46]

CSCP became operative in 1979, but its mandate was short-lived. A change in government at the federal level led to a review of CMHC's programs. The task force urged termination of CSCP at the end of existing operating agreements in order to remove CMHC from what was essentially a municipal problem, and from responsibility for a fiscal transfer program that was only indirectly related to housing. The task force recognized this action could decrease federal power, however vague that power was, to improve community environments. It also recognized the value of retaining the CSCP legislative authority so CMHC could act where a specific need was demonstrated.[47]

6.1 Successor Programs and Policy Perspectives

The post-NIP period has been characterized by three main developments:

- a series of short-term market interventions to attempt to stimulate employment and economic activity, and to ameliorate the situation faced by consumers during the economic dislocations and periods of high interest rates experienced in the 1980s
- some continued interest in rehabilitation and selected renewal of neighbourhoods and housing by provincial and municipal governments

.continued re-evaluation of the appropriate federal role in housing.

6.1.1 Federal Policies/Programs

Several short-term housing programs were adopted in the early 1980s by the federal government to offset recession and widespread unemployment. These included grants to first-time and new-home buyers; mortgage renewal assistance; tax incentives to free up savings in the Registered Home Ownership Savings Plan (RHOSP); a new subsidy program for construction of market rental units; and a home renovation program to create construction jobs and encourage the upgrading of housing through grants of up to $3,000 to cover 30 per cent of renovation costs.

These programs had mandates of only one to three years in duration. In subsequent changes, the federal government also eliminated the Canadian Home Insulation Program and RHOSP, and reduced the budget for RRAP.

Of more fundamental significance was the evolving pattern of federal housing policy. It expressed:

1) a desire to devolve responsibilities to the private sector and the provinces
2) federal disengagement from programs that were housing related but did not directly produce 'starts' or additional units
3) an intent to re-target social housing assistance to ensure only the most needy were recipients
4) an intent to limit any direct federal role to one concerned with market weaknesses or failures.

The 1979 task force on CMHC, for example, urged discontinuation of the corporation's mortgage insurance function, except in cases where the private market could not supply the service, with the management and/or ownership of the mortgage portfolio to be transferred to the private sector. It also urged that funding be withdrawn from public and private non-profit and

cooperative programs, and that public housing subsidies be eliminated. Instead, the feasibility of direct income maintenance or housing allowance schemes should be pursued.

A 1985 federal consultation paper on housing did not raise the possibility of a new, NIP-like program. It did recognize that requirements for new housing will decline significantly in the next 10 to 15 years while the need for renovation, repair and conversion of the existing stock will increase (with concomitant implications for the residential construction industry and the future role of government). Options raised for discussion included renovation assistance as an integral part of social housing programs; innovations in renovation financing; guidance to the construction industry as it adopts a renovation mode; and consumer protection/education.[48]

6.1.2 Provincial and Municipal Policies/Programs

In the post-NIP period, provinces have continued to participate to varying degrees in public non-profit, public housing and rent supplement programs under federal/provincial arrangements. However, changes in federal policy/programming reduced provincial activity in the direct provision of social housing after 1978.

Provinces also have introduced an array of their own programs, a number of which have been directed at low-income persons and the elderly. These have included shelter allowances, targeted home renovation programs, controls on rental costs, and measures to encourage home purchases, stimulate rental housing production and deal with high interest rates for homeowners.

Some interest was shown in continuation of NIP-like programs, although without some of the broader social and political objectives that NIP tried to encompass. Ontario, for example, established ONIP, while Manitoba combined with Winnipeg to utilize CSCP funds for a new Community Improvement Program (CIP) in the city. CIP subsequently was extended through using other federal funds and then the Core Area Initiative. Recently, the Manitoba

government announced a new NIP-like program called the Manitoba Community Revitalization Program (MCRP).

Some provinces also have begun to examine new policy thrusts. Ontario, for example, has given consideration to making better use of housing stocks and associated infrastructure through intensification of existing residential neighbourhoods, and measures to deal with forces that threaten conservation of the stock of rental housing.

In terms of municipal policies/programs, available documentation is incomplete and thus does not permit assessment of the long-term impact of NIP. Federal evaluators expressed concern in 1979 that there appeared to be a lack of commitment to employ NIP as a component of a broad and long-term strategy to improve and maintain neighbourhoods. Only a minority of municipalities had taken measures to ensure property maintenance in future, co-ordinate and lever private and public-sector activity, and establish NIP/RRAP staff as a permanent component of municipal administration.

Municipalities such as Corner Brook, Grand Falls, Saint John, Chicoutimi, Winnipeg and 30 communities in Ontario continued with NIP-like programs under CSCP.[49] Calgary and Winnipeg were among cities which produced general development plans in the early 1980s that recognized rehabilitation and conservation of older neighbourhoods as a policy objective.

A subsequent phase of this current review of NIP (a municipal questionnaire) should reveal additional information about the long-term impact of the program.

FOONOTES

44. Ian D. Cross, Programs Report, Community Services Contribution Program: Final Program Year (1980) (Ottawa: Canada Mortgage and Housing Corporation, 1984).

45. Robert F. Adie and Paul G. Thomas, Canadian Public Administration: Problematical Perspectives (Scarborough, Ontario: Prentice-Hall Canada Inc., 1982), 114-119.

46. Canada Mortgage and Housing Corporation, Annual Report 1978 (Ottawa: The authors, 1979), and CMHC, Winnipeg Office, 1978 Annual Report, Manitoba (Winnipeg: The authors, n.d.).

47. Canada, Task Force on Canada Mortgage and Housing Corporation, Report on Canada Mortgage and Housing Corporation - Executive Summary (Ottawa: The authors, October 1979).

48. Canada, Minister Responsible for Canada Mortgage and Housing Corporation, Consultation Paper on Housing (Ottawa: The authors, January 1985).

49. Some provinces did not include neighbourhood improvement and conservation as eligible services under CSCP (e.g., P.E.I. and Nova Scotia).

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CMHC, Canadian Housing Statistics, (available copies)
MHRC, Annual Reports (available copies)

APPENDICES

APPENDIX A

Major Amendments to the National Housing Act, 1973

In June 1973, the National Housing Act was amended as follows:

. An Assisted Home-Ownership Program under new Sections 34.15 and 34.16 providing loans and grants to help lower-income families with one or more dependent children become owners of new or existing housing.

. Non-Profit Housing Assistance under new Section 15.1 consisting of 100 per cent loans, "start-up" funds and a contribution of up to 10 per cent of the cost of a project to enable non-profit groups and organizations develop housing projects for the elderly and for low-income families.

. The provisions for cooperative housing were extended and various new forms of assistance were added to make it easier for lower-income families to obtain housing through cooperative associations.

. A Neighborhood Improvement Program under new Section 27 offering a broad range of contributions and loans to assist in the improvement of living conditions in seriously deteriorated neighborhoods.

. Site Clearance Assistance in the form of contributions and loans for the clearance of small pockets of substandard residential or non-residential buildings in a community.

. Residential Rehabilitation Assistance to assist in the repair and improvement of substandard dwellings.

. Extended assistance under Sections 40 and 42 to provinces and municipalities to assemble and develop land for residential and associated purposes or to establish land banks for future development of a predominantly residential nature.

. Assistance to provinces or their designated agencies under Section 45 for New Communities.

. A developmental program under Section 37 providing financial assistance for the development of new and innovative solutions to housing and related problems.

. Extension of NHA assistance to Indians living on Reserves on the same basis as it is available to people living off Reserves.

. No new urban renewal agreement may be entered into after February 1, 1973.

. The aggregate amount for which insurance policies may be issued was increased to $19 billion.

. Aggregate advances for Corporation loans were raised to $10 billion.

. Aggregate payments for research and community planning were increased to $25 million, plus additional amounts authorized by Parliament.

. The aggregate for loans for Sewage Treatment Projects was increased to $300 million, plus additional amounts authorized by Parliament.

Source: Central Mortgage and Housing Corporation, Annual Report 1973. Ottawa: The author, 1974, pp. 34-35.

APPENDIX B

NIP Objectives and Guidelines

1. *To improve those residential neighbourhoods which show evidence of need and of potential viability.*

   Guidelines:

   Selected neighbourhoods shall display the following characteristics:

   (a) The area is predominantly residential in land use.

   (b) A significant proportion of the housing stock is in need of rehabilitation.

   (c) Other elements of the physical environment are in need of rehabilitation.

   (d) The area is inhabited for the most part by low and moderate income people.

   (e) There are deficiencies in neighbourhood amenities.

   (f) The area is potentially stable in terms of land use and densities.

2. *To improve and maintain the quality of the physical environment of the neighbourhood.*

   Guidelines:

   (a) To acquire or clear land which is being put to uses detrimental to a residential neighbourhood. (1)

   (b) To provide for the clearance of land for low and medium density social housing. (2)

   (c) To improve or provide municipal works and services and public utilities in the neighbourhood.

   (d) To promote the physical improvement of commercial enterprises.

   (e) To ensure the adoption and enforcement of local occupancy and building maintenance standards.

   (f) To assist in stabilizing the neighbourhood in terms of residential land use and densities.

3. *To improve the amenities of neighbourhoods.*

   Guidelines:

   (a) To provide or improve neighbourhood recreational facilities.

   (b) To provide or improve neighbourhood social facilities.

   (c) To acquire or clear land which is to be used as public open-space or social and recreational facilities.

4. *To increase the effect of related programs.*

   Guidelines:

   (a) To increase the impact of RRAP and to stimulate other forms of rehabilitation.

   (b) To serve as a focus for other programs whose aim is to improve the physical and social fabric of the neighbourhood.

5. *To improve the neighbourhoods in a manner which meets the aspirations of neighbourhood residents and the community at large.*

   Guidelines:

   (a) To secure the participation of neighbourhood residents in determining goals and priorities for the implementation of improvement of the neighbourhood. (3)

   (b) To ensure that adequate compensation and relocation expenses be paid to those persons dispossessed of accommodation.

   (c) To ensure that alternate accommodations within the means of dispossessed persons be made available.

6. *To deliver the program in a manner which allows decisions to be made within known funding and time limits. (4)*

   Guidelines:

   (a) To establish selection, planning and implementation phases which are limited in time.

   (b) To plan and implement improvements within the terms of a pre-determined allocation to a given neighbourhood.

   (c) To provide a level of funding in each neighbourhood sufficient to ensure its viability as a residential area.

Notes: 1. The 1979 CMHC evaluation stated Guideline 2(a) as follows:

"To clear land which is being put to uses detrimental to a residential neighbourhood."

2. The 1979 CMHC evaluation stated Guideline 2(b) as follows:

"To provide for the selective clearance of land for low and medium density social housing."

3. The 1979 CMHC evaluation stated Guideline 5(a) as follows:

"To secure the participation of neighbourhood residents in the planning and implementation of improvements."

4. The 1979 CMHC evaluation stated objective 6 as follows:

   "To deliver the program in an effective manner."

   Guideline 6(a) was given as:

   "To establish a selection, planning and implementation process which is efficient and flexible."

Sources:

1. Central Mortgage and Housing Corporation and The Province of Ontario, Neighbourhood Improvement Program: Administration Guide. Toronto: The authors, October 1975, p. 4.

2. Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data, Volume 2. Ottawa: The authors, August 1979, pp. 8-10.

APPENDIX C

Roles and Functions in NIP Planning and Implementation

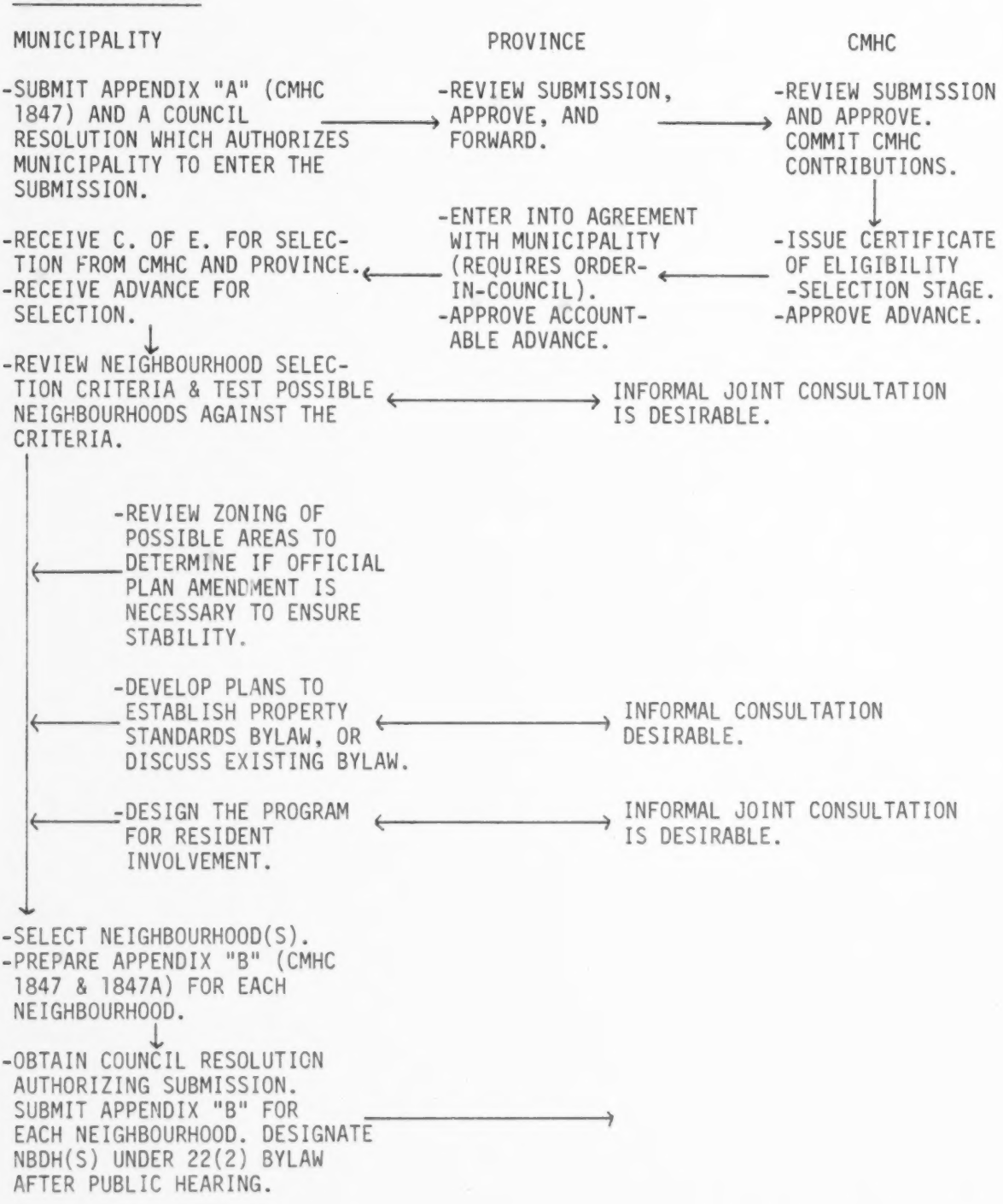
Typical Planning Stage Function	Typical Roles								
	CMHC	Prov.	Council	NIP Admin.	Other Depts.	Mun. Planners	NIP Coord.	Inspectors	Residents
Approval to enter planning	A[1]	A	A						
Establish organization and terms of reference			A	E[1]					
Inform residents				A			E		E
Establish resident group							E		E
Assess characteristics and needs of neighbourhood				A		E	E		E
Preliminary planning (alternatives)			A	A		E	A,E		A,E
Prepare M & O Bylaw		A	A			E	A		
Negotiate RRAP agreement	E	A	A	E					
Final concept plan		A	A	A	A	E			A,E
Select NIP project items	A	A	A	A		E	E		A,E
Administration			A	E		E			
Typical Implementation Stage Function									
Approval to enter implementation	A	A	A						
Continue detailed planning						E	A		A
Prepare zoning changes		A			A	E			
Enforce M & O Bylaw				A	A			E	
Deliver RRAP	A			A	E		A	E	
Design NIP project items				A	E	A	A		E[2]
Construction of project items			A		E				E[2]
General administration			A	E			E		
Construction administration			A		E				
Financial administration	A	A	A	E	E				

Notes: 1. A = approval function E = executive function

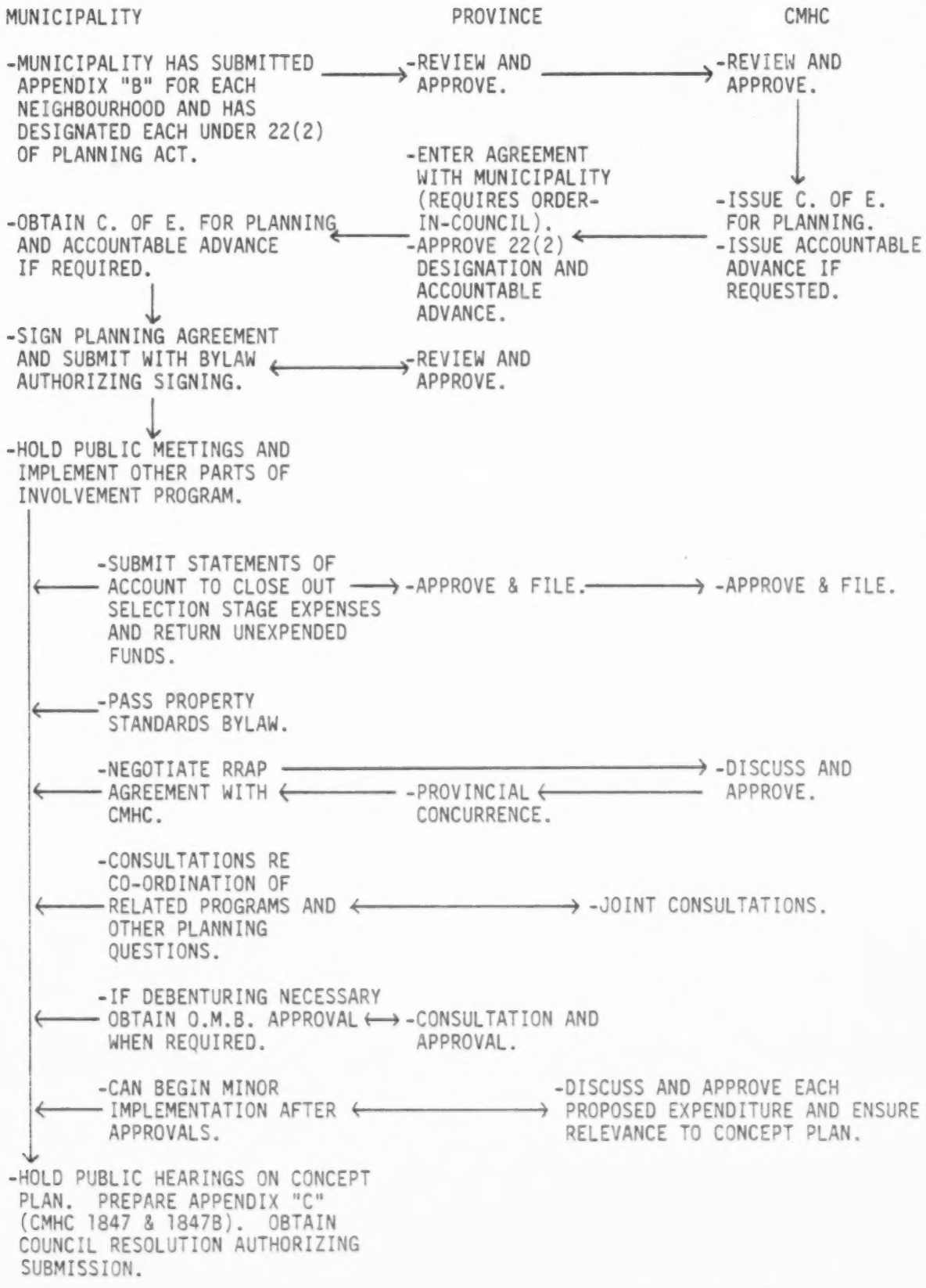
2. Possible but occurs infrequently.

Source: Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Main Report. Ottawa: The authors, April 1979, Table 17, p. 34.

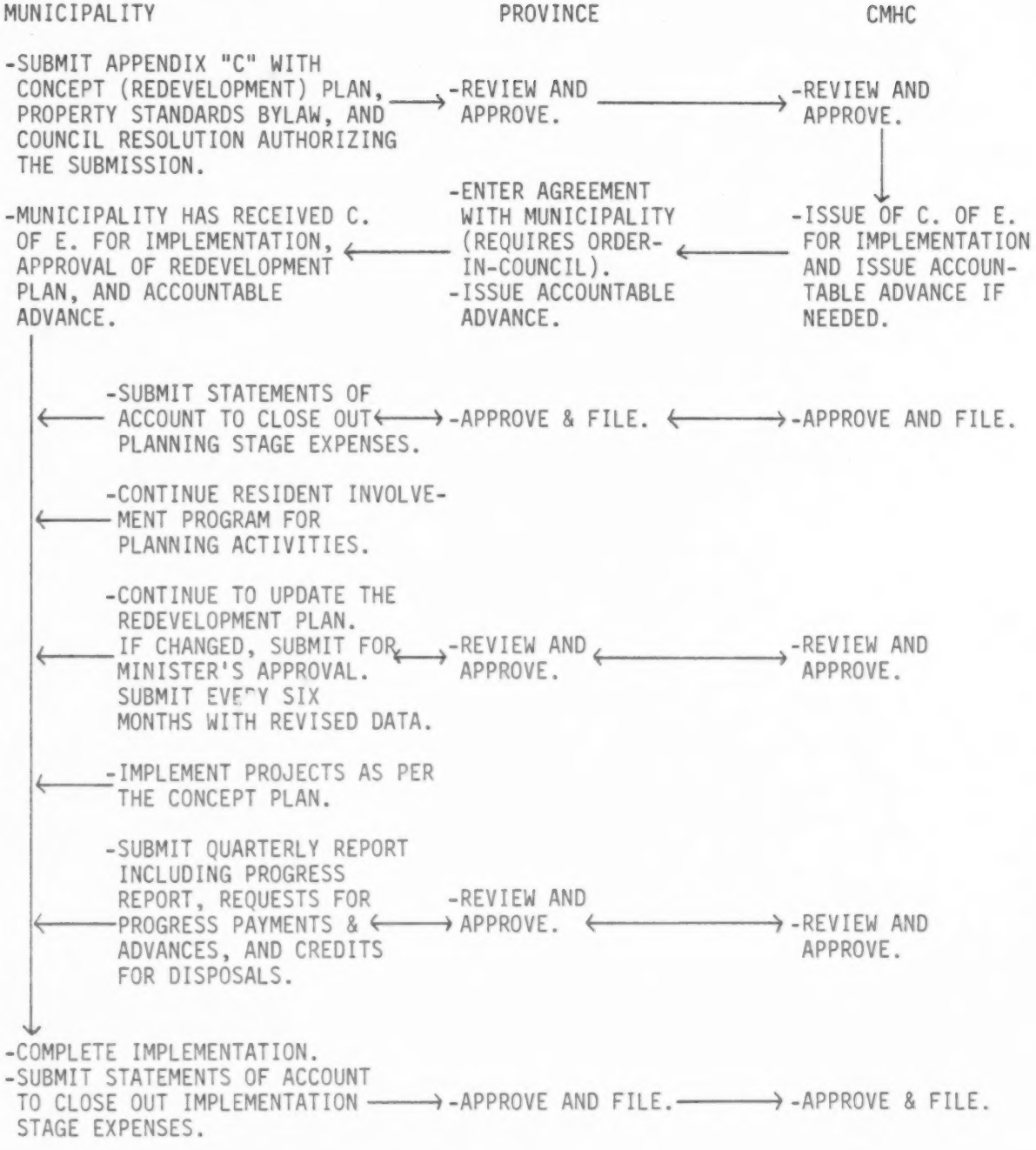
Flowcharts of the NIP Selection, Planning and Implementation Stages in Ontario


SELECTION STAGE
MUNICIPALITY
PROVINCE
CMHC
-SUBMIT APPENDIX "A" (CMHC 1847) AND A COUNCIL RESOLUTION WHICH AUTHORIZES MUNICIPALITY TO ENTER THE SUBMISSION.
-REVIEW SUBMISSION, APPROVE, AND FORWARD.
-REVIEW SUBMISSION AND APPROVE. COMMIT CMHC CONTRIBUTIONS.
-ENTER INTO AGREEMENT WITH MUNICIPALITY (REQUIRES ORDER-IN-COUNCIL).
-APPROVE ACCOUNTABLE ADVANCE.
-ISSUE CERTIFICATE OF ELIGIBILITY
-SELECTION STAGE.
-APPROVE ADVANCE.
-RECEIVE C. OF E. FOR SELECTION FROM CMHC AND PROVINCE.
-RECEIVE ADVANCE FOR SELECTION.
-REVIEW NEIGHBOURHOOD SELECTION CRITERIA & TEST POSSIBLE NEIGHBOURHOODS AGAINST THE CRITERIA.
INFORMAL JOINT CONSULTATION IS DESIRABLE.
-REVIEW ZONING OF POSSIBLE AREAS TO DETERMINE IF OFFICIAL PLAN AMENDMENT IS NECESSARY TO ENSURE STABILITY.
-DEVELOP PLANS TO ESTABLISH PROPERTY STANDARDS BYLAW, OR DISCUSS EXISTING BYLAW.
INFORMAL CONSULTATION DESIRABLE.
-DESIGN THE PROGRAM FOR RESIDENT INVOLVEMENT.
INFORMAL JOINT CONSULTATION IS DESIRABLE.
-SELECT NEIGHBOURHOOD(S).
-PREPARE APPENDIX "B" (CMHC 1847 & 1847A) FOR EACH NEIGHBOURHOOD.
-OBTAIN COUNCIL RESOLUTION AUTHORIZING SUBMISSION. SUBMIT APPENDIX "B" FOR EACH NEIGHBOURHOOD. DESIGNATE NBDH(S) UNDER 22(2) BYLAW AFTER PUBLIC HEARING.

PLANNING STAGE


MUNICIPALITY
PROVINCE
CMHC
-MUNICIPALITY HAS SUBMITTED APPENDIX "B" FOR EACH NEIGHBOURHOOD AND HAS DESIGNATED EACH UNDER 22(2) OF PLANNING ACT.
-REVIEW AND APPROVE.
-REVIEW AND APPROVE.
-ENTER AGREEMENT WITH MUNICIPALITY (REQUIRES ORDER-IN-COUNCIL).
-APPROVE 22(2) DESIGNATION AND ACCOUNTABLE ADVANCE.
-ISSUE C. OF E. FOR PLANNING.
-ISSUE ACCOUNTABLE ADVANCE IF REQUESTED.
-OBTAIN C. OF E. FOR PLANNING AND ACCOUNTABLE ADVANCE IF REQUIRED.
-SIGN PLANNING AGREEMENT AND SUBMIT WITH BYLAW AUTHORIZING SIGNING.
-REVIEW AND APPROVE.
-HOLD PUBLIC MEETINGS AND IMPLEMENT OTHER PARTS OF INVOLVEMENT PROGRAM.
-SUBMIT STATEMENTS OF ACCOUNT TO CLOSE OUT SELECTION STAGE EXPENSES AND RETURN UNEXPENDED FUNDS.
-APPROVE & FILE.
-APPROVE & FILE.
-PASS PROPERTY STANDARDS BYLAW.
-NEGOTIATE RRAP AGREEMENT WITH CMHC.
-PROVINCIAL CONCURRENCE.
-DISCUSS AND APPROVE.
-CONSULTATIONS RE CO-ORDINATION OF RELATED PROGRAMS AND OTHER PLANNING QUESTIONS.
-JOINT CONSULTATIONS.
-IF DEBENTURING NECESSARY OBTAIN O.M.B. APPROVAL WHEN REQUIRED.
-CONSULTATION AND APPROVAL.
-CAN BEGIN MINOR IMPLEMENTATION AFTER APPROVALS.
-DISCUSS AND APPROVE EACH PROPOSED EXPENDITURE AND ENSURE RELEVANCE TO CONCEPT PLAN.
-HOLD PUBLIC HEARINGS ON CONCEPT PLAN. PREPARE APPENDIX "C" (CMHC 1847 & 1847B). OBTAIN COUNCIL RESOLUTION AUTHORIZING SUBMISSION.

IMPLEMENTATION STAGE


MUNICIPALITY
PROVINCE
CMHC
-SUBMIT APPENDIX "C" WITH CONCEPT (REDEVELOPMENT) PLAN, PROPERTY STANDARDS BYLAW, AND COUNCIL RESOLUTION AUTHORIZING THE SUBMISSION.
-REVIEW AND APPROVE.
-REVIEW AND APPROVE.
-ENTER AGREEMENT WITH MUNICIPALITY (REQUIRES ORDER-IN-COUNCIL).
-ISSUE ACCOUNTABLE ADVANCE.
-ISSUE OF C. OF E. FOR IMPLEMENTATION AND ISSUE ACCOUNTABLE ADVANCE IF NEEDED.
-MUNICIPALITY HAS RECEIVED C. OF E. FOR IMPLEMENTATION, APPROVAL OF REDEVELOPMENT PLAN, AND ACCOUNTABLE ADVANCE.
-SUBMIT STATEMENTS OF ACCOUNT TO CLOSE OUT PLANNING STAGE EXPENSES.
-APPROVE & FILE.
-APPROVE AND FILE.
-CONTINUE RESIDENT INVOLVEMENT PROGRAM FOR PLANNING ACTIVITIES.
-CONTINUE TO UPDATE THE REDEVELOPMENT PLAN. IF CHANGED, SUBMIT FOR MINISTER'S APPROVAL. SUBMIT EVERY SIX MONTHS WITH REVISED DATA.
-REVIEW AND APPROVE.
-REVIEW AND APPROVE.
-IMPLEMENT PROJECTS AS PER THE CONCEPT PLAN.
-SUBMIT QUARTERLY REPORT INCLUDING PROGRESS REPORT, REQUESTS FOR PROGRESS PAYMENTS & ADVANCES, AND CREDITS FOR DISPOSALS.
-REVIEW AND APPROVE.
-REVIEW AND APPROVE.
-COMPLETE IMPLEMENTATION.
-SUBMIT STATEMENTS OF ACCOUNT TO CLOSE OUT IMPLEMENTATION STAGE EXPENSES.
-APPROVE AND FILE.
-APPROVE & FILE.

Source: Central Mortgage and Housing Corporation and the Province of Ontario, Neighbourhood Improvement Program: Administration Guide. Toronto: The authors, October 1975, pp. 11-15.

APPENDIX D

CMHC Roles and Responsibilities in NIP

The intended CMHC role was summarized in an early General Memorandum.[1]

> It is not intended that the corporation be involved in the on-site administration of a project. The avoidance of the federal presence from detailed project administration is implicit in the legislation. Rather the corporation is to function in a resource and evaluation role throughout. Therefore, the corporation will not be represented on any municipal/resident decision-making committee formed to plan and implement a project although it may be represented on local or provincial review committees or act in a resource capacity. The corporation's role will be:
>
> a) participation with provinces and possibly municipalities in the establishment of annual and three year plans for action and budget purposes
>
> b) certifying applications from provinces and municipalities and providing funds
>
> c) continuing program monitoring and review to determine if objectives are being met and to recommend adjustments to the program.

The general responsibilities of CMHC can be more exactly defined as follows:

National Level

1. Establishing and modifying operating policies.
2. Establishing annual national contribution and loan budgets.
3. Preparing the draft annual federal-provincial agreement and subsequent approval.
4. Monitoring of program operation to ensure adherence to program guidelines and standards.
5. Evaluating the program.

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1 GM B773, July 1973

6. Providing information and guidance materials.
7. Preparing and supervising training programs.
8. Communicating and co-ordinating with other federal departments and agencies.
9. Similar RRAP functions carried out by the RRAP side of the Neighbourhood and Residential Improvement Division.

Regional Office Level

1. Directing the operation of local CMHC offices.
2. Establishing and modifying regional policies.
3. Negotiating annual agreements and approval of designated municipalities.
4. Estimating need and demand for budget purposes.
5. Redistributing NIP and RRAP loan allocations during the year between local offices.
6. Monitoring program operations to ensure adherence to program guidelines and standards.
7. Monitoring the effectiveness of local office delivery and taking corrective measures where necessary.
8. Informing and guiding (with the province and local offices) municipalities.
9. Organizing and carrying out (jointly with province) training sessions.
10. Co-ordinating other federal programs in the province.
11. Evaluating (jointly with the province) the effectiveness of program delivery.

Local Office Level

1. Reviewing applications submitted by municipalities (to enter selection, planning or implementation stage). This review includes a specific review of municipal statements concerning plans for the resident participation program, and the plans for adopting and enforcing a maintenance and occupancy bylaw.
2. Reviewing the eligibility of neighbourhoods with respect to the neighbourhood selection standards.
3. Reviewing the eligibility of project funding items with respect to eligibility -- e.g., is the proposed item validly defined as a social/recreation item, or a municipal service item?
4. Reviewing expenditure claims and issuing payments.
5. Monitoring and reporting on local delivery.
6. Co-ordinating NIP/RRAP delivery.

7. Distributing RRAP budget to various municipalities and NIP areas within local offices area.
8. Administrating (jointly with the municipality) RRAP loan functions.
9. Acting in a resource capacity to provide technical advice, information, and guidance.
10. Interpreting NIP/RRAP policies.

Source: Central Mortgage and Housing Corporation, Neighbourhood and Residential Improvement Division, Evaluation of the Neighbourhood Improvement Program, National Housing Act - Analysis of Program and Case Study Data. Volume 2. Ottawa: The authors, August 1979, pp. 13, 15-16.

APPENDIX E

NIP Neighbourhood Eligibility Criteria

A. DEFINITIONS - TO BE ELIGIBLE FOR NIP, AREAS MUST BE RESIDENTIAL NEIGHBOURHOODS, AS DEFINED BELOW:

1. "Residential" means that existing built-up gross land uses are more than 50% residential, and that unserviced vacant land is less than 20% of total gross land uses.

2. "Neighbourhood" means an area defined by boundaries which respect existing geographic, social, physical and functional features.

B. INDICATORS OF NEED AND VIABILITY - NEIGHBOURHOODS SELECTED SHALL DISPLAY THE FOLLOWING CHARACTERISTICS:

(a) A significant portion of the housing stock is in need of rehabilitation.

Requirement: More than 25% of residential units shall be in need of rehabilitation.

Method: The number of residential units shall be established by available statistics and/or a visual survey.

(b) Other elements in the physical environment are in need of rehabilitation.

Requirement: Deficiency or deterioration in at least one of the following categories:

1. Neighbourhood sewer and water services.
2. Paving, lighting and other local utilities.
3. Non-residential buildings, structures and uses.

Method: Municipal estimate through existing municipal records and/or visual survey.

(c) There are deficiencies in neighbourhood recreational and social facilities.

Requirement: Deficiency or deterioration in at least one of the following categories:

1. Public recreation facilities, indoor and outdoor.
2. Public open space.

3. Public social facilities, such as community centres, libraries, clinics and multi-service facilities.

Method: Municipal estimate and/or survey.

(d) The area is occupied for the most part by low and moderate income people.

Requirement: The average household income of the NIP area shall be below the average household income of the municipality. Where the municipality is small, and the NIP area occupies a substantial proportion of the municipality, the average neighbourhood income shall be below the average provincial household income.

Method: Estimates from census data and/or other appropriate data.

(e) The area is potentially stable in terms of residential land uses and densities.

Requirements:

1. There are no indications of major construction or redevelopment plans which will cause major changes in land use of the area, beyond those types of changes which may develop in the NIP planning process.
2. There are no conditions inside and outside of the neighbourhood which will continue to exert a negative influence in the neighborhood, the adverse effects of which cannot be ameliorated by government action.
3. The municipality has or intends to adopt and enforce a property maintenance and occupancy standards by-law.

N.B. With respect to e(2), the definition of a condition which is deteriorating influence should be interpreted on the basis of local conditions. For example, a pulp mill may be a source of pollution, but if it provides the bulk of local employment, it may constitute an acceptable condition to the local residents. On the other hand, a noisy scrap metal yard in or adjacent to a NIP area may be considered a negative influence. Even in this case, however, all that is asked is that the municipality indicate that a reasonable effort to alleviate the problem has been or will be made.

C. FUNDING CRITERIA

To insure that meaningful improvement will be carried out, the following funding criteria are operative for projects funded in the 1975 agreement:

1. The minimum level of NIP project federal contributions shall be one hundred dollars ($100) per NIP area resident.

2. The minimum level of NIP project federal contributions should be one hundred and fifty thousand dollars ($150,000) per project.

It should be noted that "NIP project federal contributions" is the amount of federal contributions allocated to a specific project after selection stage contributions have been deducted, i.e. the amount of federal contributions available for the planning and implementation stages of the project.

Source: CMHC and Province of Ontario, Neighbourhood Improvement Program: Administration Guide (1975), p. 6

APPENDIX F

Ontario Criteria for Designating Municipalities Under NIP

To qualify for NIP, municipalities must:

1. Have a neighbourhood or neighbourhoods which meet the eligibility criteria (CMHC). Where there is more than one eligible neighbourhood, priority must be given to the most needy.

2. Have an official plan to be able to designate the neighbourhood(s) in accordance with the Ontario Planning Act.

3. Have or agree to develop property maintenance bylaws and be committed to effective administration of same in future (Section 36, Planning Act).

4. Have the financial and administrative capabilities to undertake the program.

5. Agree to involve residents in determining the goals and priorities for improvement.

Source: Adapted from: CMHC and Province of Ontario, Neighbourhood Improvement Program: Administration Guide (1975), p. 5.

APPENDIX G

Federal Evaluation Recommendations for Changes to NIP

A. Program Amendments/New Directions Requiring Substantial Policy Changes or Legislative Initiatives

Rationale/Objectives:

- --Develop a separate program to provide hard services in NIP areas.
- --Develop a separate program or set of special NIP components for small communities.
- --Develop a program for NIP assistance that gives more discretionary power to the provinces and their municipalities - a 'block-funding' orientation.

Program Features:

- --Provide municipal allocations according to their debt capacity.
- --Increase the subsidy level of municipal infrastructure items to 50%.
- --Permit the operation of the Assisted Home Ownership Program (AHOP) in NIP areas.
- --Develop a housing component for NIP to facilitate the social housing objectives of CMHC and to permit acquisition of rental housing for conversion and rehabilitation.
- --Provide multi-year funding assurances to provinces and municipalities to allow for long range planning and staffing.
- --Develop a new, workable commercial rehabilitation loan/grant program or NIP component.
- --Direct user programs should be expanded for the purpose of improving neighborhoods by:
  - a) Fostering transfer of ownership into resident hands by means of a rental-purchase arrangement administered by a community housing corporation.
  - b) Encouraging the development of local financial mechanisms to administer housing repairs.
  - c) Supplying better management to older area properties by offering training programs for social housing managers.

Program Delivery:

--Develop a program that relies on a general rather than an annual agreement wherein a mechanism for negotiation of guidelines and termination procedures is included.

--Plan a strategy for NIP follow-up.

--NIP should be renewed for at least three years with at least one year's notice prior to program termination.

--New locally based institutions should be developed to sponsor local enterprises, such as an urban development bank, neighborhood corporations, and service delivery organizations.

--New planning and administrative approaches should be developed to assess the needs for conservation and site responsive project guidance to ensure that future local improvements respect the integrity of local neighborhoods.

B. Amendments/Additions That Can Be Considered Assuming Existing Legislation

Criteria/Guidelines:

--Rewrite the NIP operator's handbook to clarify the basic intent of the program (e.g., is stability physical or social?), to more clearly define citizen participation, and to provide more guidance by way of examples drawn from program experience to date. Distribute this widely prior to NIP planning.

--Eliminate the statement: 'Areas inhabited for the most part by low and moderate income people' from the criteria for eligibility.

--Specify a portion of the NIP project budget to be used for the alleviation of social problems in NIP areas.

--Change the criterion for stability to read: 'The area has the potential for stability in terms of land use and density.'

--Send out the operators' handbooks and CMHC general program memoranda to all the major NIP actors and do a post audit to check compliance.

--Special guidelines should be developed for use of NIP in small communities, with respect to questions of land use and density, or at least present guidelines should be more flexibly interpreted.

--Municipalities should be required to submit local housing and needs strategies to qualify for NIP.

--CMHC should become more active in providing planning and budgeting expertise by way of manuals, training sessions, and guidance as to what to expect during the NIP planning and implementation process.

--Municipalities should be encouraged to choose manageable NIP areas.

--Develop guidelines for the design, costing, and development of social and recreational facilities.

--Develop guidelines for the 'piggybacking' of related programs such as DREE, STP, etc.

--Develop better performance criteria for personnel assessment of CMHC NIP program managers.

--Establish a separate guideline to deal with displaced persons and relocation.

--Restate the general program objective as: 'To assist in the stabilization of deteriorating neighbourhoods and the revitalization of rural communities in order to improve living conditions in them.'

--Eligibility for NIP should exclude the current requirement for deficient or deteriorating services or utilities.

--Consideration should be given to establishing a maximum amount (%) of the budget for municipal servicing at the project level.

--Develop a looser interpretation of the stability requirements in order to permit NIP to be used in areas targeted for moderate development.

--There should be a provision to put NIP funds into projects on leased land in order to open up more possibilities for community facilities sites.

Planning:

--Review the local project concept plans for quality.

--Extend the planning phase of NIP beyond the six-month guideline to more realistically reflect the length of time involved as demonstrated in program experience.

--Establish regional resource teams using CMHC, provincial, municipal officials and NIP staff from regional projects to assist new projects in training and staff development at the commencement of projects.

--Combine selection and planning into a single administrative phase.

--Simplify the forms and review with field input the documentation requirements.

--There should be local site offices that are maintained until RRAP has been implemented (and accordingly budgeted for).

--There should be full time NIP co-ordinators hired on contract outside the regular municipal council.

--There should be quarterly reports prepared by NIP co-ordinators to be received by municipal councils, and semi-annual reports from NIP committees to all concerned.

--A vigorous neighbourhood publicity campaign should begin early and continue throughout the duration of the project, excepting those areas where it is felt a stigma would be created.

--A mechanism for joint accountability of the NIP co-ordinator to council and the NIP committee should be encouraged by CMHC and the provincial authority.

--Local committees combining all levels of government and citizen leaders should be encouraged to facilitate administrative co-ordination.

--The program should be designed to encourage a 'shot in the arm' - visible evidence of NIP - at the start of the project (to commence implementation during the planning process).

--Provide a regular mechanism for assisting contact between projects across Canada - i.e., a newsletter.

--The list of new NIP areas to be designated should be communicated to Heritage Canada.

--CMHC should play a more active role in educating municipalities on the purposes and structure of NIP.

Citizen Participation:

--Specify a portion of the NIP project budget to be used for citizen participation.

--Information on NIP project budgets should be made available to local citizens.

Funding:

--Provide a contingency factor in the reserve category of the NIP project budget to be used for ongoing community development activities.

--Eliminate the $100 per capita minimum project funding.

--Eliminate the suggested minimum total project funding of $150,000.

--Budget for annual provincial reserves of federal allocations beyond the normal level.

--Make the initial draw for implementation a larger proportion of the total.

--The prorating procedures for social and recreational facilities should be eliminated.

--Increase the financial limit on the site clearance program to permit larger projects.

--Include funds for operating costs of social and recreational facilities as part of NIP (or at least at the beginning to get them going).

Other:

--CMHC should encourage municipalities to use all means at their disposal to maintain stability and CMHC should conduct research into the means to achieve it.

--Procedures should be set up immediately for effective monitoring and plans should be made now for a re-evaluation of NIP in two years.

Source: Adapted from: CMHC, Evaluation of the Neighbourhood Improvement Program: Workshop Proceedings and Summary of Recommendations (1977).

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